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*REGIONAL INFORMATION FOR  
ECONOMIC, DEMOGRAPHIC &  
ENERGY ANALYSIS*

**Local Development Policy  
Survey Update For The  
East Bay Shore — North Study Area**

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LOCAL DEVELOPMENT POLICY SURVEY UPDATE  
FOR THE  
EAST BAY SHORE-NORTH STUDY AREA

JANUARY 1982

ASSOCIATION OF BAY AREA GOVERNMENTS, BERKELEY, CALIFORNIA



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## 1. INTRODUCTION

### 1.1. Scope of Report

The "Local Development Policy Survey Update for the East Bay Shore-North Study Area" is the first in a series of nine working papers on the ABAG Local Policy Survey Update to be used in the development of a new series of regional projections of population, households, and employment. The Survey Update is being conducted in stages during 1981-82 by ABAG staff with the cooperation of local governmental agencies in the nine-county San Francisco Bay Area. This ABAG Survey is a revision of the original ABAG 1976 Local Policy Survey which provided the underlying land use assumptions for ABAG's Series 3 and Projections 79 forecasts and which was used to develop subregional projections. Since local development or land use policies change over time, the land supply assumptions for new subregional projections need to be based on current rather than 1976 local development policies and programs.

This working paper presents the results of the Local Policy Survey Update for a portion of the Bay Area in the East Bay counties of Alameda and Contra Costa along the Interstate 80 corridor. It assesses recent development activity that occurred over the 1975-80 period and post-1980 development potential including both new development on vacant land and redevelopment. This information is organized by community including the cities of Oakland, Piedmont, Emeryville, Berkeley, Albany, El Cerrito, San Pablo, Richmond, Hercules, and Pinole; the unincorporated communities of El Sobrante, Kensington, North Richmond, Tara Hills-Montalvin Manor, Rodeo and Crockett; and other unincorporated territory included within the cities' spheres of influence.

Following this introduction is a summary of conclusions for the entire East Bay Shore-North study area. Findings for the 1975-80 period and future development opportunities and constraints in the study area are presented in summary tables and in the text. The third and major section of this report consists of eleven community profiles. Each profile includes an introduction to the community, a discussion of specific physical changes occurring 1975-80, and an assessment of the post-1980 potential for development based on the information provided by local agencies in the study area, including development policies and other factors influencing development activity.

Maps 1 and 2 on the following pages illustrate the nine-county San Francisco Bay Region and the portion of the region within the East Bay Shore-North study area.

### 1.2. Definition of Terms

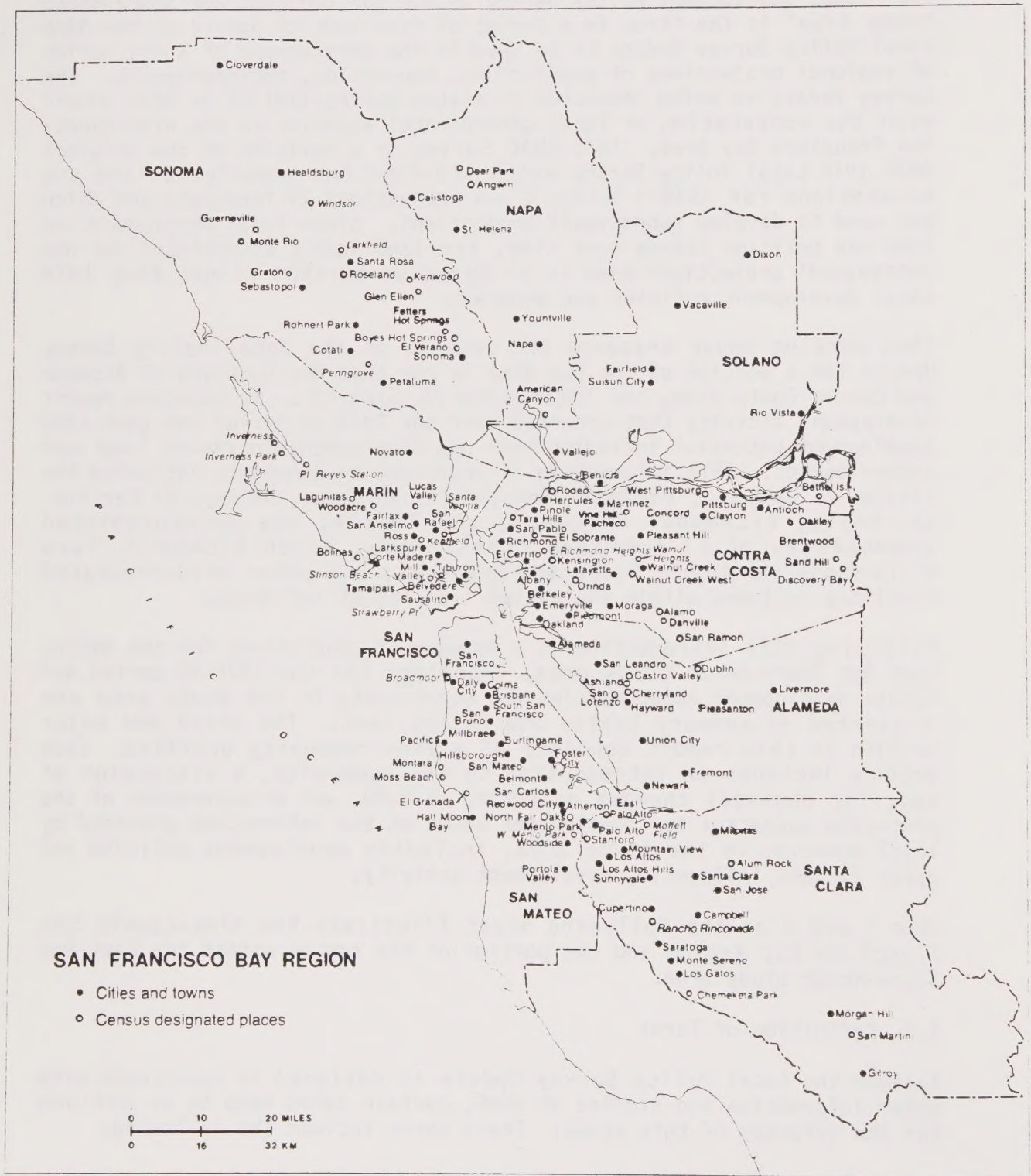
Because the Local Policy Survey Update is designed to coordinate with other information and studies at ABAG, certain terms need to be defined for the purposes of this study. These terms include the following:

- a. Local development policy:



Map 1.

# San Francisco Bay Region

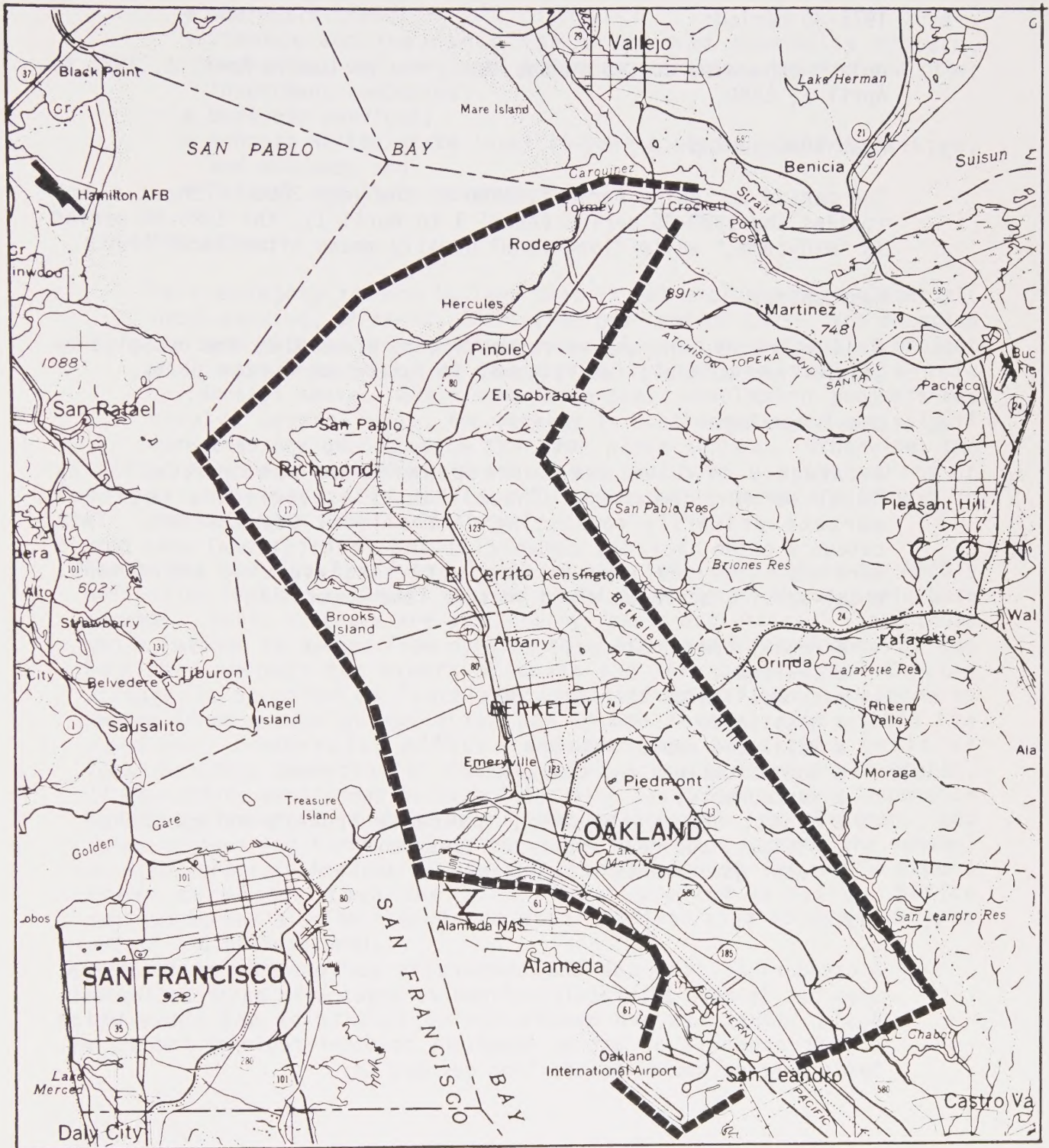


ASSOCIATION OF BAY AREA GOVERNMENTS, 1981

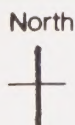


Map 2.

## East Bay Shore - North



0 2 4 8 miles





A local development policy is broadly defined as a principle, plan, or course of action that is pursued by a local government and is concerned with the use of land. The term implies both statements of objectives and implementation actions and strategies.

b. 1975-80 period:

Unless otherwise stated in the text, the period is April 1, 1975 to April 1, 1980.

c. Post 1980 period:

The period following April 1, 1980 to the year 2000. "Short-term" implies the 1980-85 period (April 1 to April 1), the 1985-90 period is "mid-term," while "long-term" usually means after April 1990.

d. Residential:

A category of land use corresponding to areas that are occupied by single- and multiple-family homes including mobilehome parks.

e. Local-serving:

A category of land use corresponding to areas occupied by local-serving industry. These industries serve the regional markets primarily consisting of the local populations. This category often includes commercial and institutional uses but is more accurately defined as land with local-serving employment. Local-serving acreages would include land devoted to:

- retail trade offices;
- churches;
- schools below the state level;
- hospitals;
- local and rapid transit;
- communications and utilities;
- restaurants;
- banks, credit agencies, insurance brokers and agents' offices, and real estate offices; and
- local governments' facilities.

f. Basic:

A category of land use that generally corresponds to industrial uses but is more accurately defined as areas with basic employment. Basic industries are manufacturing industries and those which export products or act as suppliers to other regional industries. Basic acreage would include land devoted to:

- heavy industry;
- food processing;
- high technology manufacturing;
- miscellaneous manufacturing;
- long distance transportation;
- wholesale trade;
- finance and insurance (security and commodity brokers, exchanges, and services; insurance carriers; holding and other investment companies);
- business services;
- schools at the state level (4-year colleges and universities) and museums; and
- Federal and State governments.

g. Mixed Use:

This category refers to land that is not exclusively residential, local-serving, or basic. More than one type of these uses occupies the same site or area, such as a local-serving/residential project with retail services on the ground floor and multiple-unit residential above. While some large-scale development projects may involve several uses, the acreage is considered mixed use only if more than one use occupies the same piece of land. Otherwise, the acreages are identified in one of the exclusive use categories or as open space. In addition to these, other terms are defined in the text when they first occur.

The basic and local-serving land use concepts correspond to ABAG's definition of the Bay Area's economic activities under the economic base concept. Basic acreages are utilized by "basic activities," i.e., those which respond to demand from outside the region and bring income to the Bay Area through the export of goods and services. Local-serving acreage is occupied by "local-serving activities" which respond to demand (from growth in population and income levels) from within the region. Commercial office land uses may be either basic or local-serving, depending on the economic activities of the occupants. If the office employment is associated with basic finance and insurance and basic services (such as accounting, advertising, job placement, and large engineering firms selling services to parties outside the region) or with corporate headquarters of all types of industries which export their services, then the land is categorized as basic. Office employment may also be associated with local-serving services, such as retail and professional.



## 2. CONCLUSIONS FOR THE STUDY AREA

### 2.1. 1975-80 Change

To summarize the results of the Survey Update in the East Bay Shore-North study area, the following findings are presented and then explained:

- a. More than 92 percent of the total development activity, defined as acres that developed on vacant land or redeveloped, occurred in four communities: Oakland, Richmond, Hercules, and Rodeo-Crockett.

The eleven communities in the East Bay along the shores of San Francisco and San Pablo Bays had at least 1,889 acres of specific development activity during the April 1975 to April 1980 period. More than 68 percent of this total activity was exclusively residential, and more than 12 percent was local-serving. Basic development accounted for less than 4 percent of the incremental development with mixed uses occupying even less acreage, about 2 percent. The 1975-80 development activity is summarized in Table 1 on the following page.

Most of the local-serving acreage that developed over the five-year period was in the city of Richmond, specifically the Hilltop Mall regional shopping center which was a private development on about 200 acres of land that had been used for oil storage tanks. The ABAG Survey focused on additional developed acreages and did not assess local-serving activity generated through renovation and expansion in many commercial areas.

The expansion of basic activity in the study area was concentrated in Oakland. This activity involved the Port of Oakland's construction of additional container terminals.

Of the 1,889 acres of development activity over the 1975-80 period, approximately 415 acres or 22 percent of the total occurred through the reuse or redevelopment of urban land. This development activity occurred either as "infill," development on scattered urban sites (of less than 5 acres) that may have been developed and then cleared to become vacant land again; "rebuilding," which is defined as land clearance and new construction; or "conversion," the reuse of an existing facility or structure for a different or more intense use.

- b. Residential development alone accounted for more than 68 percent of the total development activity, and the average residential density was 4.3 dwelling units per acre of additional development in the study area.

The residential development activity (excluding mixed use) resulted in the addition of 5,615 housing units for the study area. These 5,615 total units are limited to the specific projects identified by the local communities during the ABAG Survey and do not include much of the

TABLE 1. 1975-1980 ACRES OF DEVELOPMENT ACTIVITY IN THE STUDY AREA

<u>City/Area</u>	<u>Residential</u> <u>Acres</u> <u>(Units)</u>	<u>Du/Ac</u>	<u>Local</u> <u>Serving</u>	<u>Basic</u>	<u>Mixed Use</u> <u>Acres</u> <u>(Units)</u>	<u>Streets,</u> <u>Highways</u>	<u>Total</u> <u>Acres</u>
Albany	3    ( 40)	13.3	0	0	0	0	3
Berkeley	2    ( 57)	28.5	0	3	0	0	5
Emeryville	0    ( 0)	----	1	0	0	0	1
Oakland	23    (1,068)	46.4	0	58	43    ( 328)	1	125
Piedmont	Na    ( 40)	Na	0	0	0	0	Na
El Cerrito	37    ( 166)	4.5	0	0	0	0	37
Hercules	446    (2,097)	4.7	9	0	0	79	534
Pinole Area	64    ( 177)	2.8	4	0	0	9	77
Richmond	368    ( 795)	2.2	208	12	0	89	677
Rodeo-Crockett	340    (1,010)	3.0	0	0	0	60	400
San Pablo	9    ( 165)	18.3	21	0	0	0	30
Study Area	1,292    (5,615)	4.3	243	73	43    ( 328)	238	1,889

Note: "Na" means acreage data not available.

Source: ABAG Local Policy Survey Update, East Bay Shore-North Study Area, 1981.

"single house on a single lot" activity in the substantially developed areas. (These units do not imply a net increase of 5,615 units, as units were also lost.) The residential developments identified herein tend to be either multi-family structures on small acreages or moderate-to large-scale single-family or townhouse developments on substantial acreages. The greatest number of dwelling units added to any one community were the 2,097 units added in Hercules. Oakland was second with at least 1,068 units (1,396 units including mixed use activity) identified through the ABAG Survey, while the unincorporated Rodeo area was third with a single project adding 1,010 homes. In contrast, the cities of Piedmont, Emeryville, Berkeley, and Albany experienced little residential growth; and the increase in El Cerrito was primarily due to infill and to an annexation from Richmond.

San Pablo, Oakland, and Berkeley average a range of 18-46 dwelling units per net acre for the 1975-80 incremental growth, primarily as a result of public sector involvement in the housing market to produce low- and moderate-income rental housing. The Berkeley figure represents a single housing project. Most of these high-density developments occurred as infill. In contrast, the very low densities of 2-3 dwelling units per net acre for the cities of Richmond and Pinole and the Rodeo-Crockett area reflect the single unit, large lot projects and the clustered single-family developments that occurred primarily on vacant lands in hill areas. The density of development in Hercules, 4.7 dwelling units per acre, reflects planned unit developments on net residential acres (exclusive of private and public open space incorporated into project plans). The Pinole and Richmond density averages are based on gross residential acreages (including open space areas of planned unit developments) in many cases.

- c. The factors that most contributed to both the presence or the lack of development activity in the eleven communities are public sector involvement, private sector initiative, and the local political climate including neighborhood attitudes towards development.

These three general factors encompass most of the factors cited by local planners in the study area to explain why development occurred or did not occur.

Public sector involvement is defined herein as the adoption of public policies and their implementation through local land use controls (especially zoning and the project review process), the redevelopment process, and participation in specific programs funded by the State and/or Federal governments. Some communities granted density bonuses to multi-family projects for special need population groups (i.e., elderly, handicapped, low-income families). Almost all of the multi-family rental housing built 1975-80 in the study area involved public agencies (housing authorities, redevelopment agencies) utilizing federal and state subsidies. Most of these assisted rental units were directed to solving the housing need problems of the elderly. The city of Oakland promoted the development of 955 assisted rental units, more than 87 percent of all such housing built in the study area (that was identified in the ABAG Survey).



Local redevelopment agencies, using broad powers established under the provisions of the California Redevelopment Law, the Redevelopment Construction Loan Act (SB 99), and city charter authority, assembled and improved land in designated redevelopment areas. Their intent was to promote new construction and economic development in areas lacking a readily available land supply or lacking an attractive image, in other words, to stimulate private investment in these areas. Oakland, Richmond, and San Pablo had redevelopment programs which clearly affected development activity in 1975-80.

The importance of state and federal grants as a source of local revenue, during this five-year period is illustrated in Table 2 on the following page. Intergovernmental transfers account for more than half of total revenues in 1978-79 in Berkeley, Oakland, Pinole, Richmond, and San Pablo.

The private sector was most active in the Richmond hills, Hercules, and Rodeo. Large-scale residential development, including planned unit development in Hercules and a regional shopping center in Richmond, were constructed by private developers with no direct public subsidies. Lack of private sector interest in development was noted by Oakland and San Pablo whose redevelopment programs are attempting to stimulate private market activity in their communities. One reason for some of the disinterest was believed to be beyond the control of local governments--high interest rates which discouraged some development activity in 1979-80.

The "political climate" is a somewhat nebulous factor loosely defined as a city council's attitude toward new development. A negative attitude toward growth implies increased difficulty, uncertainty, or expense in getting a project proposal approved. Communities with a reputation for having a pro-growth attitude during the 1975-80 period are Emeryville, Richmond, San Pablo, Pinole, and Hercules. The role of neighborhood and community groups in discouraging growth is also a part of a community's political climate. Both Berkeley and Albany citizens passed local initiatives to discourage high-density development in extensive areas of these cities. In Oakland, neighborhood groups have protested high-density developments (including elderly projects) and requested downzonings in several areas. The inactivity in Berkeley's redevelopment areas and flatland areas has been attributed to the City's reputation as having an anti-development political climate.

## 2.2. Post-1980 Development

Development potential varies among the eleven East Bay communities according to quantity and type. Findings concerning the opportunities and constraints to future development in the study area include the following:

- a. Development opportunities exist for at least 9,906 acres with the communities of Richmond, Oakland, and Hercules having 77.2 percent of the entire acreage available for development (including redevelopment).

TABLE 2. 1978-79 CITY BUDGETS, EAST BAY SHORE-NORTH STUDY AREA

City	Expenditures (\$000)	Revenues (\$000)	Percent of Total Revenues			
			Property Taxes	Sales Taxes	Fees	Intergovt. Transfer <sup>1</sup>
Albany	3,362	3,446	10.1	17.3	4.5	38.9
Berkeley	53,980	53,058	9.0	8.6	12.6	52.8
Emeryville	4,040	3,935	8.7	35.6	7.1	24.7
Oakland	158,913	156,266	7.4	10.8	3.6	50.1
Piedmont	2,360	2,798	22.0	1.6	8.1	40.8
El Cerrito	5,012	5,071	17.8	20.1	11.8	38.6
Hercules	3,176	3,357	2.2	50.5	1.5	5.4
Pinole	2,331	1,724	15.5	22.0	13.8	67.6
Richmond	33,673	38,766	12.0	14.9	1.6	50.1
San Pablo	5,436	5,159	3.9	20.9	1.6	63.4

<sup>1</sup> Intergovernmental transfers include the post-Proposition 13 bail-out money (state) as well as other state and federal funds (categorical grants and revenue-sharing).

Source: State Controller, "Annual Report of Financial Transactions, Cities, 1978-79." Reported as Table 5 in draft "East Bay Study: Issues and Opportunities," ABAG, June 1981.

This available acreage is 5.3 times as large as the acreage that developed over the 1975-80 period. Of the 9,906 acres with post-1980 development potential, more than 61 percent is available for residential uses exclusively. Local-serving activity is reserved for over 7 percent of the total acreage, but basic uses are planned for over 28 percent. Mixed use potential was identified for 2.9 percent of the total acreage. The acreage identified as having development potential over the 1980-2000 period is summarized by community in Table 3 on the next page.

Approximately 25 percent of this development potential (2,481 acres) involves the reuse of urban land. The cities with the greatest potential for redevelopment activity are Richmond (1,283 acres) and Oakland (576 acres). The city of Emeryville has planned for 143 acres of redevelopment and infill activity, but this represents 94 percent of the available land supply in that city. San Pablo's redevelopment potential represents almost 85 percent of its available land. These findings suggest that a lack of vacant land in a community does not necessarily imply a lack of land for future development, especially in communities such as Berkeley, Emeryville, San Pablo, and Oakland.

Richmond and Hercules have substantial vacant land supplies for potential development. Most of the vacant land for residential development in Richmond is located in the hill areas. Hercules is the most rapidly growing city in California (2,266 percent increase in population between 1970 and 1980), and its development policies promote another 1,760 acres of development within the City's sphere of influence.

- b. The residential development potential for the area is at least 6,103 acres for 25,993 units with an additional housing potential of more than 2,390 units in mixed use projects.

This potential translates into an overall density of 4.3 dwelling units per gross residential acre for the new activity. Emeryville plans for the highest residential densities, 36.6 units per acre. Richmond has the potential for approximately 12,700 new units based on an inventory of public and private sites with residential potential conducted by the City in the context of preparing a revised housing element to the City's general plan. If Pinole develops according to present policies and currently available sites, overall density for new development would be only 2.8 dwelling units per acre. The Oakland potential, 2,470 dwelling units on residential land, assumes large-scale development in the hill areas and high-density projects in the downtown area. The potential for mixed use development including housing is concentrated in Emeryville, 121 acres and 1,250 or more units. Oakland's mixed use potential includes at least 940 units.

- c. Urban services are generally available to support much of the proposed development activity in the study area, but some communities will need additional facilities and improvements to realize their growth potential.



TABLE 3. POST-1980 DEVELOPMENT POTENTIAL ACREAGE IN THE STUDY AREA

<u>City/Area</u>	<u>Acres</u>	<u>Residential (Units)</u>	<u>Du/Ac</u>	<u>Local Serving</u>	<u>Basic</u>	<u>Mixed Use Acres (Units)</u>	<u>Total Acres</u>
Albany	30	( 698)	23.3	97	1	28 ( Unk )	156
Berkeley	52	( 65+)	Unk	40	81	62 ( Unk )	235
Emeryville	20	( 732)	36.6	12	0	121 (1,250+)	153
Oakland	581	(2,470)	4.3	32	909	40 ( 940)	1,562
Piedmont	4	( 15)	4.3	0	0	0	4
El Cerrito	75	( 405)	5.4	3	0	0	78
Hercules Area	1,264	(4,686)	3.7	71	400	25	1,760
Pinole Area	719	(2,028)	2.8	147	10	0	876
Richmond Area	2,992	(12,695)	4.2	253	1,065	15 ( 200)	4,325
Rodeo-Crockett	275	(1,170)	4.3	25	332	0	632
San Pablo	91	(1,029)	11.3	21	13	0	125
Study Area	6,103	(25,993)	4.3	701	2,811	291 (2,390+)	9,906

Note: "Unk" means unknown, since not all of the housing unit potential for the acreage identified was known.

Source: ABAG Local Policy Survey Update, East Bay Shore-North Study Area, 1981.

The East Bay study area generally has sewage and water services available and adequate roads existing or committed to construction. The sewage treatment plants serving the majority of the study area--the cities of Oakland, Berkeley, Albany, Piedmont, Emeryville, El Cerrito, Richmond, and San Pablo--have design capacities to serve significant population and employment growth. The Rodeo treatment plant is nearing its design capacity but will be able to handle anticipated residential growth. The only communities with a significant sewerage constraint to development are Hercules and Pinole where delays in anticipated development could occur. The East Bay Municipal Utility District provides water services to the study area, and water supplies are adequate.

The major road network is generally adequate, though additional improvements are needed. Truck access to the Nimitz Freeway (Hwy 17) needs to be improved in Oakland for the Port and other industrial areas in the city to fully realize their development potential. The major redevelopment plans of Emeryville need improved access to Interstate 80, and the final section of freeway linking the John B. Williams freeway to Highway 17 is to be completed in 2-3 years. The North Richmond Bypass funding is uncertain. Other planned improvements to both freeways and local arterials are soon to be under construction (by 1985) or have funding committed, such as the Hoffman Freeway in Richmond and the Appian Way bridge in Pinole.

One of the significant opportunities for growth in the study area is related to the high level of transportation service available to industry and to commuters. This area has two major ports that can handle increased tonnage. It also has railroad service, several freeways, convenient access to the Bay Area Rapid Transit District lines, regional trucking services, and regional bus service.

- d. Local development policies in most areas encourage additional development, but local opposition to development inhibits implementation of development objectives in others.

Most of the communities permit multi-family/higher density residential development with Piedmont being the primary exception. Berkeley and Albany have downzoned most areas of their cities to focus high-density developments in limited areas, while Emeryville and San Pablo are aggressively encouraging new multi-family construction. Recent general plan amendments in Rodeo permit multiples at a density of 13-21 dwelling units per acre. Oakland and El Cerrito will grant density bonuses to developers who provide units that meet special housing needs. Richmond is permitting multi-family residential in its Harbor and selected shoreline areas and in its downtown areas. Hercules is proposing some multi-family structures along with "single-family attached" housing in its specific neighborhood plans. Neighborhood opposition, primarily to multi-family apartments but also to other types of attached single-family housing, exists in several of the communities. This opposition has been somewhat successful in Oakland and Pinole as well as in Piedmont, Berkeley, and Albany.

New development is being encouraged in several redevelopment areas. The cities of Oakland, Emeryville, Berkeley, El Cerrito, Richmond, San Pablo, and Pinole and the unincorporated area of Rodeo have established redevelopment programs to encourage not only residential activity but also commercial and industrial activity to provide employment opportunities and revenues to the cities. The redevelopment process is one of the major implementation measures used by the cities and Contra Costa County to finance capital improvements and encourage development activity through public and private sector cooperation.

- e. It is unclear how fiscal uncertainties will affect development potential in the study area.

The redevelopment process has been attractive to the cities partly because of the financing powers that redevelopment agencies have to raise funds for capital improvements and, recently, for home mortgages. However, Proposition 13 removed the potential for tax-exempt general obligation bonds. The use of the tax increment/tax allocation financing by redevelopment agencies as a pro-development vehicle has been successful in the past and is still viable, but Proposition 13 (with its 2 percent annual increase limitation in current dollars) has reduced the potential tax increments available to retire the bonds. The future for tax-exempt bond issues by municipalities is clouded by increasing limitations established by the Federal government on tax-exempt bonds. Also the bond markets are unstable; and a municipality/redevelopment agency must carefully time each bond issue. Current very high interest rates have dampened tax-exempt mortgage revenue bond activity and could do so in the future.

The other fiscal constraint to the development potential in the study area is the anticipated reduction in state and federal funds to local governments coupled with constrained property tax revenues induced by Proposition 13. The other sources of revenues to the cities are sales taxes and local fees; these are likely to become increasingly important in the future. One of the objectives of local economic and community development programs in the study area has been to improve the cities' tax bases. Oakland, Richmond, and San Pablo have been aggressively seeking the establishment of new commercial and industrial activity to bring more revenues into the city budgets. While Hercules has not been dependent on state and federal funds, its major source of revenues (sales and property tax) is the Pacific Refinery. This refinery has reduced production considerably because of the elimination of the Department of Energy regulations allocating crude to small refineries, and there is considerable concern that the refinery will close permanently. Because this industry represents Hercules' primary source of sales tax revenue, the impact of such a closing will have severe economic consequences on the city's revenue base.



### **3. COMMUNITY PROFILES**

#### **3.1. Introduction**

The "community profiles" are summaries of the quantitative and qualitative information obtained through the local agency interviews and tabulated in the ABAG data file. Each city or unincorporated area is individually discussed according to the growth or change that occurred from 1975 to 1980 and the potential for future development activity.

The narrative for each community includes identification of local governmental development policies and other socio-economic factors likely to have affected recent development and to affect development opportunities and constraints in the foreseeable future. Concerning the 1975-1980 period, the profiles describe the type and intensity of development that occurred, such as low density, single-family residential; major office projects; shopping centers; and industrial projects. The factors affecting this activity may include local development policies and redevelopment programs, local political climate, market conditions, and State and Federal programs. Concerning post-1980 development potential, the reports discuss the available land supply, including vacant acreages and redevelopment acreages, and local policies and programs that are likely to affect the utilization of this land supply.

The cities in Alameda County are presented first -- Oakland, Piedmont, Emeryville, Berkeley, and Albany. These are followed by the Contra Costa County cities of El Cerrito, Richmond, San Pablo, Pinole, and Hercules. The El Cerrito profile mentions the unincorporated community of Kensington. The Richmond profile examines the entire area within the City's Local Agency Formation Commission (LAFCO) sphere of influence including North Richmond, East Richmond Heights, and El Sobrante. The Pinole area includes the city of Pinole, the unincorporated place Tara Hills-Montalvin Manor, and other territory within the City's sphere. The profile for Hercules also includes discussion of areas to be annexed to the City. The final profile focuses on the unincorporated Rodeo-Crockett area.

#### **3.2. OAKLAND**

##### **3.2.1. Introduction**

The city of Oakland is the oldest city in the study area. A charter city, Oakland incorporated on May 4, 1852. It is also the largest city in area, about 49,400 acres including bay waters (BASIS 1979) and about 35,250 land acres (ABAG 1977). Of the total land acreage, ABAG estimates that approximately 25,050 acres were developed with urban uses in 1980: 46 percent in residential use, 9 percent in local-serving use, 19 percent in basic use, and 26 percent for streets and highways. Undeveloped acreage is estimated at 10,200 acres which includes open space uses, such as regional parks and EBMUD watersheds, and at least 1,300 vacant developable acres.

The April 1, 1980 Census counted 339,288\* persons in Oakland of whom 331,320 resided in households and 7,968 lived in group quarters. The Census Bureau reported that Oakland had a housing supply of 150,256\* units with 141,640 units occupied; therefore, vacant units comprised 5.7 percent of the total. The 1980 Census housing count for Oakland is understated due to the exclusion of some elderly apartment buildings from the housing stock/household population counts and their inclusion in the group quarters population. The City Planning Department estimates that as of April 1, 1980, Oakland contained 151,893 housing units. Of these total units, 47.3 percent were single-family, 27.8 percent were in structures of a 2-9 units, and 24.9 percent were in buildings of 10 or more units. Using ABAG's estimate of 11,425 residential acres for 1980, overall residential density in the city is presently 13.3 dwelling units per acre.

### 3.2.2. 1975-80 Change

Even though Oakland is a substantially developed community, measurable change occurred over the 1975-80 period primarily as a result of redevelopment activity. ABAG has identified at least 125 acres of development activity including 110 acres (88 percent) of previously developed land. Of the 25 total acres, 43 acres involved a shift from local-serving or basic acres to another use. The type of uses are summarized and then explained as follows:

<u>Land Use</u>	<u>Net Acres</u>
Residential	23
Local-Serving	0
Basic	58
Mixed Use	43
Streets	<u>1</u>
Total Developed	125

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\* Recent revisions by the U.S. Census Bureau put Oakland's total population at 339,337 and total housing units at 150,274, but the household and group quarters data has not yet been revised by the Bureau.

## Residential

The 23 acres that developed with exclusively residential uses added 1,068 new units to the city's housing supply for an average incremental density of 46.4 dwelling units per acre. Of these identified units, more than 95 percent involved some type of public sector involvement (most often rent subsidies to the elderly). Since the 23 acres and 1,068 units reflect specific projects as identified by public agencies, the larger, more dense developments and public sector projects were emphasized. These units together with the 328 units constructed in a mixed use project total to 1,396 units identified specifically through the ABAG Survey Update.

In addition to these 1,396 units which tend to be located in the flatlands, especially in or near downtown Oakland, there has been other residential development activity. The City Planning Department estimates a net change of 2,054 units (or 1.4 percent of its 1980 housing supply) for the January 1975 to January 1980 period. The net units lost (281 units) were primarily in structures of 2-4 units, and the net gained units were single-family (598 units) and in structures of 10 or more units (1,490 units). Substantial growth occurred in the hill areas in that gains of more than 100 units were recorded in census tracts 4001, 4044, 4045, 4046, 4081, and 4099. These and other hill area tracts are primarily planned for open space and suburban and low-density residential; consequently much of the growth was due to single-family development. The growth attributable to projects with 10 or more units in a structure occurred in 16 census tracts generally north of Fruitvale Avenue in areas in or near downtown, West Oakland, North Oakland, and tract 4044 above the Warren Freeway.

## Local-Serving

Although no additional acreage for local-serving uses was identified and at least one acre was converted to other uses, local-serving activity occurred in conjunction with other uses (as mixed use) and in existing developed areas through small-scale expansion and rehabilitation.

## Basic

The 58 acres of basic development entirely consists of the Port of Oakland's construction of public container terminal berths 5 and 6. In all, the port has 520 acres of marine terminals and 18 container terminals.

## Mixed Use

The 43 acres of mixed uses include the 1.4 acre City Center Tower project, which combines 328 residential condominiums with local retail/commercial uses, and approximately 42 acres on the Oakland Estuary, Embarcadero Cove, which combines local-serving and basic water-oriented activities.



## Streets

The 1 acre of additional streets is associated with new residential development located in the hill areas, specifically streets associated with a portion of the Hiller Highlands project. Most of the development occurring in 1975-80 was located in areas with existing street networks.

In summary, the development activity in Oakland from 1975 to 1980 has included basic and mixed uses and residential projects, especially new, mostly single-family homes in the hill areas and publicly-assisted housing, primarily for senior citizens, in and adjacent to downtown and Lake Merritt. City policies to encourage low- and moderate-income housing are being implemented in the community development districts primarily through high-density rental projects utilizing federal Housing and Urban Development (HUD) programs (Sections 8, 202, 220, 236) and California Housing Finance Agency Section 8 funding. Also, the City has granted density bonuses for several elderly housing projects (most of which happen to be for low-moderate income households). In contrast, housing activity in the hill areas has been market-rate. During the 1975-80 period, some of the vacant land in the Oakland hills was downzoned from R-30 (5,000 sq. ft. minimum lot) to R-20 (12,000 sq. ft. minimum lot) and to R-10 (25,000 sq. ft. minimum lot). The intent of the downzoning in the hills was not to necessarily reduce development potential but rather to have the zoning designations more accurately reflect topographical constraints.

The Oakland City Center and its related redevelopment projects developed slowly during the 1970s. City Center is a 15 block (20.6 acres) redevelopment project in the heart of downtown Oakland. Initiated in 1968, this project was funded by HUD's Urban Renewal program (now discontinued) for \$24.5 million. Using the Urban Renewal Program Grant, the Redevelopment Agency has acquired all the property in the area; and site clearance and preparation are completed. City Center's original plans called for (a) construction of five office buildings, a hotel and convention center, a regional shopping center, and garages, and (b) rehabilitation of the historic Victorian Row and Preservation Park areas. Of the five office towers, two were completed in the early 1970s. Between 1975 and 1980, the 1,000-space subterranean public parking structure was completed. Phase 1 of the John B. Williams Plaza also has been completed. Construction on the second phase of the Grove-Shafter freeway was began in the late 1970s. The City Center Tower mixed use project was completed by a private developer.

The 1975-80 period was not a period of major physical change in Oakland. One factor frequently cited for this slow growth was beyond local control--high interest rates which discouraged major basic and local-serving construction projects such as City Center. Oakland also has an image problem which the City has attempted to improve through economic and community development activities funded primarily by federal programs (including Economic Development Administration, Housing and Urban Development, and Urban Mass Transit Administration) and the State Department of Transportation.

### 3.2.3. Post-1980 Development

The ABAG Survey has identified a minimum of 1,562 acres with development potential in the 1980-2000 period. As with the 1975-80 acreage estimates, the 1,562 acres represent specific parcels or land areas identified by city agencies and the Port of Oakland. There is undoubtedly additional acreage with development (including redevelopment) potential; but most of this unquantified acreage probably consists of small parcels, vacant lots scattered throughout the city. The 1,562 known acres are further explained as follows:

<u>Land Use</u>	<u>Gross Acres</u>
Residential	581
Local-Serving	32
Basic	909
Mixed Use	<u>40</u>
Total Available	1,562

#### Residential

The 581 residential acres have the potential for 2,470 dwelling units for an average density of 4.3 units per acre. These 2,470 potential units include 738 units of a publicly-assisted rental and 45 units of publicly-assisted owner units. A large portion of this development potential, 183 acres and perhaps as many as 770 units, is in the hill area near the Chabot Reservoir and San Leandro city limits. With provision of road access to I-580, the Chabot hills might accommodate a large-scale planned unit development; but the private market has not shown any interest in developing this property (Oakland 1981a). Another large-scale residential project is Caballo Hills, approved by the City for 350 units on 267 gross residential acres within a 655 acre site east of the Leona Heights quarry. Other residential potential in the hill areas east of the Warren and MacArthur Freeways (including projects approved for development) includes 357 dwelling units, both single-family and townhouses.

#### Local-Serving

There are at least 32 acres planned for local-serving uses, primarily retail commercial. Sites that are included in this total are the Victorian Row, Acorn shopping center, and KTVU projects.

### Basic

The 909 acres of land with potential for basic development includes more than 200 acres of land for the Port of Oakland's marine facilities; small, scattered sites in the industrial areas identified by the Office of Economic Development and Employment (OEDE); the Port of Oakland's distribution center (105 acres) and business park (84 acres) which includes the Oakland Executive Center office building (presently under construction); the proposed Oakland International Trade Center Foreign Trade Zone; and selected office building proposals (i.e., those with predominantly basic rather than local-serving employment potential), including the Kaiser Center area. Six major office developments are being proposed (near the two existing Kaiser Center buildings), that may add 7 million square feet of office and related commercial space. The Oakland Army Base, 219 acres, was also identified by OEDE as a potential industrial development site should the site be declared surplus by the Federal government.

### Mixed Use

The 40 acres planned for mixed uses represent three projects that may be substantially completed by 1985. The Trans Pacific Center project, formerly Hong Kong USA and with Phase 1 presently under construction on a 5.5 acre site, is to include the following: 1.7 million square feet of office space, 100,000 square feet of commercial retail/restaurant space, 500 residential units, and 2,300 parking spaces. Fifteen land acres are attributed to the Embarcadero Marina (Phase 5) adjacent to the Embarcadero Cove. The Embarcadero Marina is to be a mix of commercial and light industrial uses (to serve commercial fishing) and water-oriented recreational uses. The Marina is to include some office development and may generate 400 jobs. In addition, design efforts are underway for a condominium project at 7th Street and Broadway, one block south of the Trans Pacific Center and outside the City's redevelopment areas. This private sector proposal calls for 440 housing units and some 50,000 square feet of retail commercial space by 1985.

To summarize, the development potential in Oakland involves at least 1,562 acres. The residential and mixed use acreages have a potential for at least 3,410 housing units. Of the 981 land acres with local-serving, basic, and mixed use development potential, about 93 acres include proposed office projects. OEDE reports that Oakland anticipates a growth of office space in its Central District from 6 million square feet in 1981 to 18 million square feet by the end of the decade.



Of the 1,562 acres of development potential, 576 acres consist of proposed redevelopment (about 37 percent of the total potential), which indicates the significance of the non-vacant land supply to future growth in highly urbanized communities like Oakland. Of the 576 acres with rebuilding potential, 248 acres, or almost 43 percent of the redevelopable land supply, represent public revitalization projects. Forty-eight acres are exclusively private projects, and 281 acres involve both the public and private sectors. Again, the 576 acres represent a conservative estimate of the potential for reusing previously developed land.

Another aspect of the revitalization component of the city's post-1980 development potential is the shift from one type of land use to another. The ABAG Survey identified 42 acres of potential land use change. Approximately 9 acres of residential land, 18 acres local-serving land, and 15 basic acres are likely to shift to other uses (i.e., residential, local-serving, basic, and mixed).

The 1,562 acres of existing land with development potential includes approximately 555 acres of specific projects either under construction or planned for development by 1985. Almost all of the identified residential, local-serving, and mixed use development opportunities and much of the available basic land acreage could develop by 1990 if the private market/economic conditions support growth throughout the 1980s and if local and state policies and programs also support growth.

Oakland's policies and programs are generally supportive of development, especially economic development. The Overall Economic Development Program (OEDP) is directed toward "...achieving growth in the aggregate level of economic activity in Oakland, and strengthening the cities (sic) non-residential tax base through the stimulation of private sector investment..." (Oakland 1980b, p. 15). The City is in the process of implementing several industrial and manufacturing development strategies and commercial development programs, including the City Center projects. Oakland established an economic development corporation in 1980 to implement the City's development plans.

One of the factors believed to negatively affect economic development in Oakland is an insufficient housing supply. The City has been successful in utilizing federal and state programs to produce subsidized housing for lower-income groups, but reductions in federal housing programs will severely inhibit additional construction. And the City notes that subsidized housing does not meet the full range of demand; additional quality housing is needed (Oakland 1980b). The potential for market-rate, privately-developed housing has been reduced through the participation of residents and neighborhood groups in the land use decision-making process. Neighborhood opposition has contributed to project disapprovals, scaled-down projects, and temporary building moratoriums. However, this local opposition to new housing, especially multi-family and attached single-family projects, may have peaked in its influence at City Hall. The concern by some elements in the Oakland community over the housing shortage problem led to the Mayor appointing a Housing Task Force to study the housing problem, especially factors affecting housing that are within the City's ability to influence. The Task Force (Oakland 1981c) made several policy recommendations that currently are being reviewed by the City:

The central recommendation of the Task Force is that the City Council declare that there is a housing crisis in Oakland and that the City is committed to providing new housing and protecting and improving its existing housing. Unless that message is communicated to developers, investors, City staff, City boards and commissions, and others, the Task Force believes that the City will not be able to attract the necessary developments and housing starts regardless of whatever other steps are taken.

Tied into this central recommendation must be a procedure whereby City residents, community groups, and potential builders can meet, exchange ideas, and, in effect, "pre-clear" projects when possible so as to minimize the uncertainty, time and cost involved in getting governmental approval of housing.  
(p. 3)

The Task Force also recommended encouraging housing in certain areas of the city--downtown, City Center project, Lake Merritt area, BART stations, some arterials, certain hill areas, and the port--and revising textual provisions in the zoning ordinance.

Concerning urban services infrastructure--sewers, water, roads--Oakland is well-served in comparison to many other cities in the San Francisco Bay Area. The East Bay Municipal Utility District provides water and sewerage services with sufficient capacity to serve additional growth in the area. Most of the city has the necessary infrastructure, but there are still some areas lacking improvements (mostly in the hills).

For the most part, transportation facilities existing in Oakland are exceptional. These include three major railroads, six main coastal and transcontinental highways, the Port of Oakland (including the expanding Oakland International Airport), the nucleus of the Bay Area Rapid Transit system, and local and transbay bus service (Oakland 1981b). Phase 2 of the John B. Williams (Grove-Shafter) freeway was recently completed; and the final phase, the link to the Nimitz Freeway (Hwy 17), is to be completed by 1985. An uncertainty which could affect development potential in the Port of Oakland is truck access to the Nimitz Freeway. Improvements are needed to better serve the maritime and industrial areas of Oakland (Port 1981). In addition to existing facilities, the City is studying the feasibility of locating an inter-modal transportation facility in West Oakland to bring together rail and bus services at the Oakland West BART station (Oakland 1981b).

### **3.3. PIEDMONT**

#### **3.3.1 Introduction**

The city of Piedmont is surrounded by the city of Oakland and is adjacent to Oakland's Montclair district. A charter city, Piedmont incorporated on January 31, 1907.

The city contains approximately 1,108 acres of which ABAG estimates 931 acres are developed with urban uses: 645 acres residential, 51 acres local-serving (commercial, schools, churches), 2 acres basic, and 233 acres streets. Vacant acreage is estimated at 177 acres of which 98 percent or 173 acres are unavailable for development (i.e., mostly EBMUD property around their reservoir).

The April 1, 1980 Census counted 10,498 persons in Piedmont living in 3,763 households; therefore, the average household size in 1980 was 2.79. Total units in the city numbered 3,837 implying a vacancy rate of 1.9 percent. The State Department of Finance (DOF) estimates that the January 1, 1981 population was 10,450.

### 3.3.2. 1975-80 Change

The Local Policy Survey Update did not identify any significant physical, land use changes in Piedmont. No boundary changes occurred. City staff estimates that approximately 5-8 new single-family homes per year were developed by the private sector on scattered vacant lots for a total of 25-40 units over the five year period. DOF estimated that the net gain over the 1975-80 period was 73 units. In summary, less than 1.9 percent of the existing housing stock was added between 1975 and 1980.

The stability in the local development pattern in Piedmont is partially the result of existing residential policies (i.e., zoning restrictions) which permit only one kitchen per dwelling unit. This restriction rules out additional units (legal) on existing developed lots, but numerous illegal "mother-in-law" units exist in Piedmont and may have been counted in the 1980 Census. The other important factor affecting 1975-80 development (or the lack of development) in Piedmont is community sentiment which is very strongly against any type of residential development other than traditional single-family, detached units. Existing residents are opposed to group quarters, multiple-family, and clustered single-family housing.

### 3.3.3. Post-1980 Development

Very little change is anticipated for Piedmont during the 1980-2000 period. City staff identified one 3.5 acre parcel that could be subdivided in the future. Assuming 10,000 square feet minimum lot size, the potential for this site is only 15 units. The present residential policy is to maintain the status quo--no conversion of large homes to multiples, no planned unit developments. Though some commercial uses have developed along Grand Avenue near the Oakland border, existing single-family uses presently are resisting conversion to commercial. However, the potential exists for some conversions to commercial in the future, according to city staff. The city of Piedmont intends to remain a predominantly single-family residential community. Since rezoning requires a two-thirds majority vote of the electorate, it is unlikely that significant changes will occur in the next 20 years as a result of local initiative.



### 3.4. EMERYVILLE

#### 3.4.1. Introduction

The city of Emeryville is located on the eastern shores of the San Francisco Bay, between the cities of Berkeley (on the north) and Oakland (to the south). A general law city, it was incorporated in 1896. A five-member city council governs the city which is administered by a cabinet of department heads and a small professional staff.

Emeryville contains 1,423 acres (BASIS 1979) including 805 land acres (ABAG 1977). The predominant land use in 1978 was identified by the City (1979) as being industrial with 45 percent of the land area used for manufacturing and warehousing. The street pattern tends to accommodate the large scale, industrial uses that were originally sited to utilize rail service. As a result, the city contains many streets that are either dead-end or include railroad tracks. The City estimates that only 13 percent of the land area is in residential use. The older residential area, generally east of the Eastshore Freeway, is a mix of single-family homes and small apartment houses. The newer residential area is located on filled tidelands west of the Eastshore Freeway (I-80), the "Watergate" residential and commercial development constructed since 1970. Less than 10 percent of the total area is used by office, retail, and business services. As of 1975, the city contained 737 developed acres (ABAG 1977), 92 percent of the total land acreage.

According to the April 1, 1980 Census\*, the total population in Emeryville numbered 3,763 with 3,761 persons living in 2,149 households (i.e., occupied housing units). The average household size was 1.75. The total number of housing units counted by the 1980 Census was 2,434; therefore, the vacancy rate was 11.7 percent. Subsequent to the 1980 Census, the State Department of Finance estimates that Emeryville's population has increased to 3,930 as of January 1, 1981.

#### 3.4.2. 1975-80 Change

Geographically, Emeryville changed its city boundaries very slightly in order to annex from the city of Oakland a small piece of property associated with an 8 acre residential development proposal.

Concerning residential development over the 1975-80 period, no change in the number of units was identified through the Local Policy Survey Update. This finding is also substantiated by State Department of Finance (DOF) housing estimates for January 1, 1975 and 1980 wherein the total number of housing units remained unchanged at 2,426. The vacancy rates did change, however, from 8.9 percent in 1975 to 4.2 percent in 1980, according to DOF. The 1,250 unit residential complex in the Watergate development was completed prior to 1975; but in the late 1970s, these rental apartments were converted to condominiums. The conversion process may account for the high vacancy rate reported by the

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\* The U.S. Census Bureau recently revised the total population count to 3,714 and the housing count to 2,416; revisions to the household and group quarters counts are not yet available.

Census Bureau of 11.7 percent (in contrast to the DOF estimate of 4.2 percent) in that not only were some units "vacant, for sale" but also some units may have been reported as vacant due to absentee owners such as corporations (who have bought condos for the use of their employees).

A second office tower in the Watergate complex was completed in 1979 with approximately 215,600 square feet. ABAG staff estimated that this office development generated approximately 860 local-serving employees on a site less than 1 acre in size.

The Emeryville General Plan (1979) identifies a recent trend toward more intensive land uses and a trend toward business services in comparison to heavy industrial uses. The City's development policies encourage both new intensive commercial and industrial uses in two areas of the city--on the peninsula west of I-80 and immediately east of I-80, north of Powell Street--and the rehabilitation and reuse of old buildings. The City also intends to protect and preserve the older residential area on the east side of I-80 where the housing stock is predominantly old, detached wood frame structures of one to four units in size. Two intensive housing rehabilitation areas have been established; the City's general policy is to upgrade the primarily single-family housing in these areas. This policy is consistent with the City's goal to "maintain the 'small town' residential character of the community while accommodating change and growth" (Emeryville 1979, p. 8).

The City has adopted the redevelopment process as the principal means of implementing the Emeryville General Plan. The Emeryville Redevelopment Plan was adopted in 1976 and has been revised with the 1979 revision of the 1974 General Plan (Volume 1) such that three quarters of the city is now under the Redevelopment Agency. All of the residential areas, except Watergate, and the majority of the commercial and industrial areas are within designated redevelopment project areas. The city intends to use its redevelopment powers primarily as a mechanism for providing funds to make public improvements or to purchase properties that, in some cases, will encourage and assist private reuse of developed areas (Emeryville 1979). As of November 1979, the Redevelopment Agency has used its powers to purchase sites for new housing (to be discussed under post-1980 development potential). Funds for these purchases came from tax increment financing, wherein the incremental revenue generated by the increase in assessment value of properties within the redevelopment project area is the funding source. (This financing mechanism has become less attractive since the passage of Proposition 13.) The 1979 General Plan states that:

Redevelopment plans and programs have been or will be prepared for each distinctive subarea of the city in a redevelopment area. These programs will be implemented through the use of tax increment funds, owner participation agreements, the capital improvement program, and joint city/private volunteer efforts for rehabilitation and conservation. (p. 3)

During the 1975-80 period, the Redevelopment Agency established its role as a facilitator in the economic and physical development of Emeryville. The impacts of the city's new development process will be more clearly seen in the post-1980 period.

One factor identified by City staff during the Survey Update that may have affected the local development pattern is the political climate. In short, it may be easier politically to get projects, especially major development projects, through the approval process in Emeryville than in neighboring communities. The elected city council is composed of only five members who also act as the Redevelopment Agency.

### 3.4.3 Post-1980 Development

The Local Policy Survey Update identified ten land units comprising 153 acres with potential for development over the 1980-2000 period. The development potential acreage is summarized for four types of land uses--residential, local-serving, basic, and mixed use--as follows:

<u>Land Use</u>	<u>Gross Acres</u>
Residential	20
Local-Serving	12
Basic	0
Mixed Use	<u>121</u>
Total Available	153

#### Residential

The 20 acres are exclusively for residential development and have a potential for 732 dwelling units, an average density of 36.6 du/acre. Most of these residential units are likely to be privately developed, owner-occupied units; but some public sector involvement is anticipated. Specifically, 20 units of public housing are to be built on a 7 acre site acquired by the Redevelopment Agency. The Redevelopment Agency also participated in the development of Emery Bay Village, a moderate-income condominium project of 112 units on 8 acres (which included a small annexation from the city of Oakland) completed in 1981. The remaining 5 acres are proposed for the development of 600 condominium units with construction to begin in 1981. These condominiums are part of the proposed Bayfront Development Plan (to be discussed in this report under "Mixed Use").

#### Local-Serving

The 12 acres of exclusively local-serving uses include approximately 10 acres attributed to a planned expansion of the Holiday Inn motel (a 15 floor tower) and almost two acres of office development, all located on the peninsula. The office buildings have been approved at 200,000 interior square feet for each, and may generate 1,600 local-serving jobs. Though not quantified by land acreage, a new 450 berth marina has been approved by the Bay Conservation and Development Commission (BCDC).



## Basic

Though the Survey Update did not identify any acreage with exclusively basic employment potential, such as a new factory or manufacturing facility, some of the local-serving acreage may have potential for some basic activities. These basic activities would primarily be associated with commercial office development such as corporate headquarters for manufacturing firms, security and commodity brokers, and insurance carriers.

## Mixed Use

The 121 acres of mixed uses include 71 acres with residential as the primary use and 50 acres with local-serving as the primary use. Local-serving and residential are the respective secondary uses. Of the total 121 acres, approximately 88 acres are part of the proposed Bayfront Development Plan under consideration by the Redevelopment Agency/City Council. This Plan identifies a potential for 1,250 dwelling units in low-, mid-, and high-rise structures for an average density of 14.2 du/acre for the entire 88 acres. Other uses in the Bayfront redevelopment area may include office, retail, and hotel. The remaining 33 acres with mixed use development potential are separate sites owned by Del Monte, AC Transit, and PGE that are presently developed in basic (industrial) and local-serving (local transit) uses. No residential densities were identified for these three sites.

The post-1980 development potential in Emeryville, for the most part, is to occur as "second growth" or the reuse of urban land. Ninety-three percent of the 153 available acres represents redevelopment activity, primarily the reuse of existing industrial acres (126 acres). This is consistent with the policies of the City to promote more intensive land uses in industrial and commercial areas while preserving existing residential neighborhoods. The development potential identified in the Local Policy Survey Update is predominantly residential and local-serving, however. The City is also interested in encouraging basic industrial development, such as laboratories, to locate within the city on existing industrial sites.

The expected timing of these 153 acres with development opportunities is that 80 acres (52 percent) will develop during the 1980-85 period. This includes committed residential (20 acres) and local-serving (12 acres) uses and the first phase of the Bayfront project or 48 acres (in addition to the 5 acre condo project). However, the Bayfront redevelopment potential is constrained by inadequate access to I-80 for which there is no committed solution at present. If this road access problem is not resolved by 1985, then the 48 acres of mixed use could be expected to shift to a later time period. (Or, the Bayfront Plan theoretically could be revised to other, less intensive uses which may conflict with present City policies to encourage growth through intensive revitalization.)

Of the remaining 73 acres, with development potential, 50 acres are anticipated to develop between 1985 and 1990; and 23 acres may develop after 1990. The 50 acres for 1985-90 have mixed use potential and include 40 acres in the Bayfront area. Again, the redevelopment of these 40 acres is dependent upon improved access to I-80. The 23 acres with long-term or post-1990 development potential for mixed uses are presently in industrial use and are not likely to redevelop until after 1990.

Concerning the availability of urban services, the major constraint to implementation of the city's redevelopment policies is inadequate access to Interstate 80, a problem that has yet to be resolved. Sewerage and water services are generally available from EBMUD, although the sewerage collectors are old and will need to be improved as new development occurs. Capital improvements are planned for Powell Street--to affect the road surface, collectors, and aesthetics, but not to expand street capacity.

City staff identified no local environmental policy or ordinance restrictions that would inhibit development in Emeryville, but use of shoreline areas is restricted by BCDC policies. The revised General Plan (1979) noted that a park is being developed on private land along the Bay, east and west of City Hall. The Santa Fe Improvement Company owns shoreline area north of the existing hotel/restaurant complex on the peninsula, and no development plans have been proposed by Santa Fe. This property is also subject to BCDC restrictions.

Factors contributing to development opportunities in Emeryville include City policies to encourage revitalization of industrial areas for residential and commercial uses and also revitalization to encourage many existing industrial uses to remain in the city. The redevelopment process as established in Emeryville promotes joint public and private sector efforts to improve the physical character of a large portion of the land area. Another opportunity factor is that the existing land supply includes large parcels under single ownership with low intensity development; this facilitates the redevelopment process. To encourage additional residential development, the City is moving toward less restrictive zoning requirements for residential areas by eliminating traditional single-family requirements in order to permit additional units on the back of lots and zero lot line projects. City staff anticipates that 20-30 units could be added through such ordinance changes.

Thus, the residential development potential for 1980-2000 in Emeryville could be as high as 2,012 units--732 units on exclusively residential acreage, 1,250 units or more in mixed use developments, and 30 units in existing residential neighborhoods. Much of the new residential development in Emeryville is likely to consist of townhouses and high-rise condominiums.

### **3.5. BERKELEY**

#### **3.5.1. Introduction**

Berkeley is a charter city that incorporated in 1878 and is bounded by the San Francisco Bay; the cities of Emeryville, Oakland, and Albany in Alameda County; and portions of Contra Costa County to the northeast.

The city is primarily a developed community of about 6,500 acres with little change in the distribution of land uses since 1961 (Berkeley 1977a). While residential uses occupy almost 46 percent of the land area, public institutional uses such as the University, schools, parks, churches, public facilities, and hospitals account for almost 14 percent. Commercial and industrial uses at 9 percent and streets and highways, 28 percent, are the remaining uses. Even though the city has little vacant land remaining, it does have significant open space resources that include a major portion of the University of California's 370 acre campus and approximately 176 acres in city parks (ABAG 1981b).

The April 1, 1980 Census counted 103,328 persons and 46,334 housing units. Due to significant institutional uses in Berkeley, the population living in group quarters was 8,985. Therefore, the household population was 94,343; the number of households (occupied housing units) was 44,704; and the resulting average household size was 2.11 persons per household. The vacancy rate in 1980 was only 3.5 percent.

The State Department of Finance estimated the January 1, 1980 housing stock in Berkeley to consist of 46,819 units. Of these total units, about 43 percent are single-family (including 50 mobile homes); more than 20 percent are in structures with 2 to 4 units; and 36 percent are in structures with 5 or more units.

### 3.5.2. 1975-80 Change

Very little physical change has occurred in Berkeley in the past five years. City staff estimates that perhaps 50 dwelling units per year (or 250 total units) have been constructed in the predominantly single-family hill areas of northeast Berkeley. The only specific residential project identified through the ABAG survey was the Savo Island public housing project, primarily for low-moderate income elderly, or 57 units on 2.3 acres. Approximately 2.5 acres of basic development occurred; specifically, a solid waste transfer station was constructed at Second and Gilman Streets.

The land acreage that is unavailable for development was increased by approximately 15 acres through the addition of two city parks--Hearst Park at 9.8 acres and Cedar Rose Park at 4.7 acres.

Berkeley's 1955 Master Plan was revised in June 1977. It contains policies to control the scale and location of new development, to preserve open space, to mitigate the effects of automobiles, and to strengthen citizen participation. Local policies that have most directly affected the pattern of development in recent years are those generally prohibiting conversions from one land use to another. Shifts to residential uses are permitted by the City, but conversion of residential to non-residential uses is prohibited. To further protect residential uses, the City is discouraging demolitions of residential structures. The primary result of these policies has been to expand and upgrade existing housing rather than to significantly augment the housing supply.



Increased participation of local residents and community groups in the land use decision-making process is evidenced in recent (1978-1980) downzonings in most residential zones, the exceptions being South Berkeley, downtown, and adjacent to campus. The downzoning actions effectively removed the potential for adding separate units on developed lots, though they were really a response to apartment development (Berkeley 1981). Another local action which may have constrained new construction in Berkeley is the implementation through local initiative of the rent control ordinance. This ordinance includes the mandate that at least 25 percent of the units in rental buildings must be at below market, low-moderate income rates in addition to controlling increases in all rental rates.\*

### 3.5.3. Post-1980 Development

The ABAG Survey identified 235 acres in Berkeley with post-1980 development potential either on vacant land (1 acre) or on redevelopable land (234 acres). The available land by type of use is summarized as follows:

<u>Land Use</u>	<u>Gross Acres</u>
Residential	52
Local-Serving	40
Basic	81
Mixed Use	<u>62</u>
Total Available	235

#### Residential

The 52 acres available for exclusively residential development include the former site of the State Schools for the Deaf and the Blind (which relocated to Fremont in 1980), the planned University Avenue Housing coop, and a senior housing project (at Delaware and Shattuck) under construction as of January 1, 1981. The Coop and senior projects together will generate 65 new units at an average density of 32.5 units per acre. The 50 acre state schools' site is presently under study for eventual reuse either by the University for student housing or by a private developer for a private housing development. The City would like to see the site used for a moderate-income housing development. Realistically, the site will probably house 100-200 students over the short-term; the number of housing units that could eventually be constructed on the site has not been determined.

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\* This ordinance has not been in effect long enough to fully assess its impacts on housing in Berkeley and in adjacent communities.

### Local-Serving

The 40 acres of local-serving uses are comprised of a planned office building with some retail activity at University and Shattuck Avenues and approximately 40 acres in the Sacramento Street Improvement Area for commercial redevelopment. Located in Southwest Berkeley, the Sacramento Street area contains 90 gross acres, encompassing 27 blocks and 600 lots, and was bisected by the Sante Fe railroad tracks until these were recently removed (Berkeley 1978). The City adopted the "Sacramento Street Area Improvement Plan" in January 1978 to promote economic development and to protect the quality of residential neighborhoods. Improvements to the area are being financed through a federal Economic Development Administration grant. In addition to the 40 acres in the Sacramento Street area, the City also noted redevelopment potential in the commercial area at Alcatraz and Adeline Streets, but this potential was not quantified.

### Basic

The potential for post-1980 basic development in Berkeley includes a planned University of California National Resources Laboratory and redevelopment opportunities on about 80 acres in the West Berkeley Redevelopment Area. The entire redevelopment area consists of 93 gross acres, but 12.3 acres are planned for mixed residential/local-serving uses. No vacant acreage was identified by City staff for potential industrial development.

### Mixed Use

The 62 acres with potential for mixed use redevelopment includes 12.3 acres in the West Berkeley Redevelopment Area and about 50 acres in the Sacramento Street Improvement Area. The city purchased the 12.3 acres with the intent of promoting additional housing and commercial activity along with rehabilitation of existing single-family housing. New residential uses are likely to be multiple-family and for low-moderate income households. In the Sacramento Street area, much of the land is zoned for commercial and multiple-family residential; though the predominant use is single-family residential. The City's improvement objectives for lower Sacramento Street include improving economic performance through commercial revitalization but without eliminating housing units, and the Area Plan (1978) encourages mixed commercial/residential uses in the portion zoned for commercial (business) use.

Of the 235 acres in Berkeley identified as having development potential, more than 99 percent is anticipated to be redeveloped through the conversion of existing land and facilities to new or more intensive uses. Berkeley has little vacant land remaining for residential, local-serving, and basic development. The residential coop and senior housing projects are expected to develop during the 1980-85 period. The remaining redevelopment potential is not expected to be realized until after 1985. The City is in the process of examining development potential in the downtown area, and the University is examining its properties adjacent to downtown Berkeley; so there may be acreage with development potential in addition to the 235 acres previously identified.

In addition to city parks, University lands, and East Bay Municipal Utility District lands which are in open space and unavailable for development, there are approximately 142 acres of privately-owned land along the Berkeley waterfront that are also unavailable for development. In 1972, the city was sued by Sante Fe/Murphy regarding development rights for this land; this matter is still under litigation (Berkeley 1977,1981). The present zoning on the site is "Unclassified."

Berkeley's revised Master Plan was adopted in June 1977 and is concerned with preservation of Berkeley's character including the character of lower density residential areas. Specific policies include the following:

#### Policy 1.00

Evaluate proposed zoning changes and major new development proposals using the following considerations:

- Master Plan Land Use Policies and Map Designation
- Existing Land Use
- Environmental Impact
- Social Impact
- Fiscal Impact on School District and Municipal Services
- Neighborhood Resident, Merchant and Property Owner Concerns

#### Policy 1.02

Permit development to accommodate a maximum population of 120,000.

#### Policy 1.03

Modify procedures to assure the effective participation of local residents and community groups in decisions regarding land use. (p.14)



Preserving Berkeley's character has left little room for change. Increased citizen participation in the land use decision-making process has been implemented through increases in the number of official boards and commissions (Berkeley 1977a) and through an expanded public hearing process. The 1973 Neighborhood Preservation Ordinance (NPO) and 1980 Rent Control initiatives seek to preserve existing housing for existing residents of Berkeley rather than to stimulate residential growth.\* The City (1977b) points out that the greatest deterrant to new housing is the lack of suitable sites, but it appears that increased review procedures and frequent neighborhood opposition to any new development also discourage new construction.

More optimistically, there has been increased political pressure recently to encourage housing development in the City (Berkeley 1981). Since adopted policy permits development to accommodate a maximum population of 120,000 and the population has declined to less than 103,400 by 1980, there would appear to be room in Berkeley for additional housing but only in "appropriate locations" (defined by local plan policies as, in general, the downtown area; along major commercial arterials; and near the University campus). It remains to be seen whether the private market will find suitable sites and build in these locations.

### **3.6. ALBANY**

#### **3.6.1. Introduction**

The city of Albany is located on the shores of San Francisco Bay, between the cities of Richmond, El Cerrito, and Berkeley. Albany incorporated in 1908 as a charter city and is predominantly residential in character.

Of the 3,218 acres within its boundaries (Albany 1975), approximately 1,125 acres are land area (ABAG 1977). Developed acreage as of 1980 is 1,016 acres or about 90 percent of the total land area. Of this 1,016 acres, about 44 percent is in residential use, 20 percent is occupied by local-serving uses, 6.5 percent is basic acreage, and 29 percent is comprised of streets and highways. Vacant acreage is presently estimated by ABAG at 117 acres.

The 1980 Census counted 15,130 persons living in Albany, 14,963 in households and 167 in group quarters. There were 7,035 housing units of which 6,855 or 97.4 percent were occupied. The average household size in 1980 was 2.18 persons.

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\* In reality, the NPO may have contributed to the displacement of lower income residents by those who could afford the escalating home values in moderate cost neighborhoods, including in-migrants to the city. The provisional 1980 Census racial counts show the Black population to have declined more rapidly than the total population since 1970, 24 percent for blacks and 9 percent for the total population.

### 3.6.2. 1975-80 Change

There was little physical change in Albany during this period. No changes in city boundaries occurred, but about 3 acres of vacant land on Albany Hill were developed with 40 total dwelling units (in separate projects). The Gateview project's 482 existing condominium units were built prior to April 1975, and additional planned units were not constructed during the 1975-80 period. No development occurred in the waterfront area, and the landfill site is in the process of closing.

Two major factors contributed to the lack of growth in Albany. The developers of the Gateview high-rise condominium project on Albany Hill encountered financial difficulties, and their use permit expired. Secondly, much of city was rezoned through local initiative in November 1978. This initiative, Measure D, downzoned both flat and hill areas. Flat areas were downzoned from R-2 to R-1, and zoning changes in R-1 areas are permitted only if at least 50 percent of the resident voters within 300 feet of the proposed change indicate their approval (in writing). Measure D also changed the maximum limit of high density zoning in the Albany Hill area from 35 units per acre to 18 units per acre with low density limited to 12 units per acre. In addition, the initiative further reduced the multi-family potential in all areas of the city by increasing the parking requirement to two spaces per dwelling unit.

### 3.6.3. Post-1980 Development

There are approximately 156 acres in Albany with potential for development over the 1980-2000 period. This acreage is further defined as follows:

<u>Land Use</u>	<u>Gross Acres</u>
Residential	30
Local-Serving	97
Basic	1
Mixed Use	<u>28</u>
Total Available	156

#### Residential

The 30 vacant residential acres are planned for 698 units for an average density of 23.3 dwelling units per acre. The majority of this growth is associated with the completion of the Gateview development, 400 units on 10.8 acres. The new use permit for the project will revise the original 2,500

units to the existing 482 units and to 400 future units (Albany 1981). The zoning on the site is still R-4 (maximum 87 du/ac). The remaining development potential includes an approved project on Tevlin Street (9 units, 1.3 acres), committed infill projects on Albany Hill (91 units, 6.5 acres), and 11 acres south of the Gateview project which have a mid-term potential for 198 units (18 units per acre).

#### Local-Serving

The 97 acres of land with potential for local-serving employment includes about 72 acres (commercial recreation) in the Albany Isles waterfront project and 25 acres which the Sante Fe Company may use for expansion at Golden Gate Fields for a motel, business park, or other commercial/recreational activities consistent with present zoning.

#### Basic

The only basic activity identified by the City was the approval of a forklift rental yard on a 1.3 acre site in the industrial area. Operations on the site are to begin in early 1982.

#### Mixed Use

The 28 acres correspond to the existing University Village site which presently contains 920 units of low-income, student housing. The site has potential for redeveloping with a combination of residential and commercial uses, according to past project proposals by the private sector. No specific proposals for the site are pending at present.

All of this development potential is associated with vacant land except for University Village. The residential acreage is expected to develop by 1985. None of the local-serving acreage is likely to develop prior to 1985. The Sante Fe property could develop by 1990, but it is dependent upon access improvements to I-80. The Albany Waterfront Master Plan project is constrained not only by access improvements to I-80 and Hoffman Freeway (180) but also by funding; and the lawsuit with the landfill operator has not been resolved. Therefore, this area is unlikely to develop until after 1990.

Other than the specific acreage identified, there is little additional development potential except through redevelopment of obsolete buildings or uses. The City has not established redevelopment areas, so any redevelopment activity would probably occur as private activity that would need to be consistent with City policies and ordinances. The 1978 rezoning initiative essentially eliminated the potential for new or converted residences in existing residential neighborhoods. No residential uses are planned for the waterfront areas.



### 3.7. EL CERRITO

#### 3.7.1. Introduction

The city of El Cerrito incorporated as a general law city on August 23, 1917. It is located in Contra Costa County, surrounded by the city of Richmond to the west, the unincorporated community of Kensington to the southeast, and the city of Albany to the south.

El Cerrito, the "City of Homes," is predominantly residential with limited commercial activity and almost no industrial activity. In 1974, the city contained a land area of 2,337 acres of which developed land accounted for 1,721 acres, almost 74 percent of the total land area. Residential uses occupied 1,112 acres, local-serving uses (including parks) comprised 596 acres, and basic (industrial) uses amounted to only 12 acres. Street, freeway and railroad rights-of-way totalled to 456 acres. Only 160 acres were vacant, almost 7 percent of the total land area (El Cerrito 1975).

As of April 1, 1980, El Cerrito's population numbered 22,731 with 22,686 in households and 45 in group quarters. The housing stock contained 9,856 units of which 9,660 or 98 percent were occupied. The number of persons per household averaged 2.35.

With approximately 1,145 acres of residential development and 9,856 dwelling units, average residential density in El Cerrito for 1980 is 8.6 dwelling units per acre.

#### 3.7.2. 1975-80 Change

In August 1979, El Cerrito annexed two areas from the city of Richmond for a total of 47.66 acres. These two partially developed areas are known as Canyon Estates and Wildcat Highlands.

The annexation added 33 acres of residential use and 72 housing units. The only other specific physical change determined by the ABAG Survey was the completion of 7 dwelling units on 0.35 acres (Del Norte project). This project used SB 99 mortgage revenue bond financing. Other residential development occurred primarily as single-family infill on scattered vacant lots but also as multi-family infill for a total of 87 units on about 4.3 acres. According to State Department of Finance estimates, approximately 204 units were added in El Cerrito over the January 1975 to January 1980 period.

During the 1975-80 period, the El Cerrito Redevelopment Agency was formed and a redevelopment area designated. The redevelopment area is that portion of the city between the Sante Fe railroad tracks to the western boundary of the city. The Agency was formed to assist developers in assembling undeveloped lots for construction of single-family homes. By establishing a redevelopment program, El Cerrito could also participate in an SB 99 bond issue involving Contra Costa County and several cities. Current policy is not to displace existing residents in the redevelopment area.

### 3.7.3. Post-1980 Development

The ABAG Survey identified approximately 78 acres in El Cerrito with development potential. Almost all of this acreage is planned for residential use as the following summary indicates:

<u>Land Use</u>	<u>Gross Acres</u>
Residential	75
Local-Serving	3
Basic	0
Mixed Use	<u>0</u>
Total Available	78

#### Residential Acreage

The 75 acres are expected to yield 405 housing units for an overall residential density of 5.4 dwelling units per acre. Included in this acreage is the potential conversion of a school site to housing (3 acres, 50 units total), approximately 15 acres and 35 units in the areas annexed from Richmond, and several infill sites including an elderly housing project proposal for 100 units and approximately 42 units under construction on 5 acres of land assembled by the Redevelopment Agency. Another 48 units on an estimated 24 acres in the hill areas could be developed, taking landslide problems into consideration.

#### Local-Serving

Local-serving potential includes an 8,000 square foot office building (completed after April 1980), a potential 5-7 story office tower, and expansion potential (400,000 square feet) at the El Cerrito Plaza Shopping Center. The shopping center expansion could create an additional 885 jobs.

Most of the identified acreage available for development is vacant land. Rebuilding/conversion is anticipated for at least 6 acres with an additional 12 acres of infill on scattered sites (in substantially developed areas) that may have been developed at one time. Approximately 40 acres could develop by 1985 with another 14 acres by 1990. The 24 acres of residential potential have geologic problems to resolve and are not anticipated to develop until after 1990.

Approximately 182 acres of public open space (city park and EBMUD water tank) and 115 acres of private open space recreational uses (Boy Scout camp and golf course) are unavailable for development.

There are several constraints to and opportunities for future development in El Cerrito. Parking requirements in the zoning ordinance relating to multi-family development require 2 off-street parking spaces for condominiums and 1.5 spaces for rentals. The City will be re-examining its parking standards for greater flexibility, especially near BART stations. The high cost of the limited vacant land supply, \$80,000 for a 50' x 100' lot for high-density zoning and \$40,000 - \$60,000 for a single-family lot (El Cerrito 1980), also constrains development. The actions of the Redevelopment Agency to assemble lots and to provide SB 99 mortgage financing at below market rates may ameliorate this situation.

The City is in the process of revising the housing element of the El Cerrito General Plan (1975) in order to promote affordable housing. The 1975 Plan defines five residential density categories:

- (1) Very low (0-6 du/net acre) to preserve hill areas with average cross slopes greater than 20 percent by allowing large lot, single-family development or planned unit development;
- (2) Low Density (0-10 du/net acre) which represents most of the residential zoning districts;
- (3) Medium Density (0-20 du/net acre) to serve as a low density, multi-family category accommodating the traditional duplex type units;
- (4) High Density (0-35 du/net acre) which allows higher density multi-family buildings in areas along San Pablo Avenue and near the BART right-of-way; and
- (5) Special density exemption for specialized housing for the elderly and physically handicapped.

Policies under consideration by the City are those to encourage full development of the high density areas. Although no mixed use potential was identified in the ABAG Survey, the City's General Plan (1975) does provide for mixed commercial/residential arrangements within commercial areas.

The two BART stations located in El Cerrito provide both advantages and disadvantages. While these stations give residents excellent access to rapid transit, they also generate adverse impacts on adjacent neighborhoods. Parking spillover is the major problem. These stations at Fairmount Avenue (Plaza Station) and Cutting Boulevard (Del Norte Station) could attract additional commercial activity, especially office development as identified earlier.



Concerning urban services, some additional growth could be accommodated by existing facilities; but realization of additional high density development potential (beyond that identified in this report which is mostly low density) will require correcting deficiencies in the sewerage collection system, i.e., small lines, infiltration (El Cerrito 1975).

While the unincorporated community of Kensington is within El Cerrito's LAFCO sphere as defined in December 1979, it is unlikely that Kensington will annex to El Cerrito. It is more likely that the small affluent community of 5,342 persons, as of April 1, 1980, will incorporate. LAFCO approved a resolution on September 10, 1981 to place an incorporation measure before the area's voters. Development potential in Kensington, a hillside residential community, is limited to approximately 50 additional units on 7 acres total (Contra Costa County 1981).

### **3.8. RICHMOND AREA**

#### **3.8.1. Introduction**

The Richmond area is defined in this report as the city of Richmond and unincorporated areas within its LAFCO sphere of influence as of December 1979. These unincorporated areas are the communities of North Richmond, East Richmond Heights, and El Sobrante.

The city of Richmond is located on the shores of San Francisco and San Pablo Bays. Incorporated as a charter city in 1905 (when it was only 1,337 acres in size), the city had an April 1, 1980 population of 74,676 and a housing supply of 29,082. There were 74,126 persons living in 28,107 households, so average household size in 1980 was 2.64. The vacancy rate was 3.4 percent.

The city of Richmond contains approximately 34,750 acres of which 19,950 acres are land (Richmond 1977). Of the total land acreage in 1977, only 14 percent or 2,750 acres were occupied by residential uses. Industrial activities used 22 percent, but open space and vacant acreage accounted for more than 46 percent of the total land acreage. Land uses in the city as of June 1977 are summarized as follows:

<u>Land Use</u>	<u>Net Acres</u>
Residential	2,750
Commercial	250
Public Facilities	400
Industrial	4,400
Transportation	2,050
Parks and Recreation	900
Open Space and Vacant	<u>9,200</u>
Total Acreage	19,950

El Sobrante, the largest of the unincorporated communities, had a 1980 Census population of 10,535. East Richmond Heights contained 3,349 persons, according to preliminary 1980 Census counts; and North Richmond contains approximately 2,274 persons. (Housing counts for unincorporated areas are not yet available from the 1980 Census.)

### 3.8.2. 1975-80 Change

Several geographic changes occurred in Richmond during this period. The additions and detachments of areas to the city are presented as follows:

<u>Description</u>	<u>Date</u>	<u>Acres</u>
Sobrante Ridge	11-02-78	517.77
North Richmond Ballpark	11-02-78	8.43
Columbia Boulevard	7-24-79	14.05
Ridge Area Detachment	5-16-78	-47.66
Canyon Park Boundary Reorganization	4-23-79	0.244
Travalini Boundary Reorganization	7-09-79	-1.017
Sunset Lane Boundary Reorganization	10-22-79	<u>3.36</u>
Total Acres Added		495.177

As of April 1, 1980, the city of Richmond had increased to 35,259 total acres. In October 1980, the City annexed another 5.85 acres (Mitey Mite Boundary Reorganization).

Nearly all of the change over the 1975-80 period in the Richmond area occurred in the city of Richmond. The County Planning Department estimates that 1,169 residential units were added in Richmond and 409 units in the adjacent unincorporated area for a total of 1,578 net units. Most of the unincorporated area growth occurred in El Sobrante according to census tract estimates (Contra Costa County 1981b).

The ABAG Survey identified a substantial portion of the development occurring in the city (677 acres) but none of the small scale development occurring in the unincorporated areas. The following land use summary outlines the physical changes for the city of Richmond.

<u>Land Use</u>	<u>Net Acres</u>
Residential	368
Local-Serving	208
Basic	12
Mixed Use	0
Streets	<u>89</u>
Total Developed	677

## Residential

The 368 acres were developed with 795 housing units for an overall residential density of 2.2 dwelling units per acre. The Ditz-Crane and Bren projects account for 265 acres and 520 units (about 2.0 du/acre) in the Sobrante Ridge area. Hilltop Green near the shopping center has approximately 93 acres and 190 dwelling units. Also included are two projects in the downtown area for 85 units on 10 acres.

## Local-Serving

Most of the 208 acres of local-serving are associated with Hilltop Mall, 198 acres of commercial retail activity. The North Richmond ballpark annexation and the development of Kaiser Clinic in downtown Richmond comprise the remaining 10 acres.

## Basic

The 12 basic acres represent the construction by Richmond of a containerized shipping terminal in the Port of Richmond, estimated to have provided 500 jobs (Richmond 1980). The city-owned terminal began operation under a contract with Matson in June 1979.

## Streets

Approximately 89 acres are attributed to streets, since much of the residential and local-serving activity occurred on substantially undeveloped land or land without adequate roads existing prior to 1975.

Of the 677 acres identified by ABAG as having developed between 1975 and 1980, approximately 39 percent occurred as redevelopment. Most of this redevelopment activity may be attributed to a single project, Hilltop Mall, which involved a land use shift from basic (oil tank storage facility) to local-serving (commercial retail) and streets.

The major factor responsible for most of the residential and local-serving activity was market demand (Richmond 1981a). Also, City land use policies were supportive of this activity. In 1972, the Richmond General Plan was amended to allow the Hilltop shopping center and related residential and open uses. Development in the hills is not substantially limited; open space policies recommend to "design development on 15-30 percent slope to control erosion and runoff, and preserve natural topography" and to "require extreme caution in construction on over 30 percent slope" (Richmond 1973).



Richmond's economic development program, as implemented by the Richmond Redevelopment Agency, was also a factor in getting Port and downtown redevelopment activity started. The Port is undergoing major expansion and modernization. The Agency purchased 382 acres of waterfront land for the Marina, issued SB 99 mortgage revenue bonds to finance 85 housing units adjacent to downtown, and is rehabilitating commercial buildings in the downtown area. The City has relied on federal funds (EDA, HUD-CDBG, UDAG, DOT, and DOI), state funds (CALTRANS, Boating and Waterways), and local funds to accomplish its economic development objectives.

### 3.8.3. Post-1980 Development

The ABAG Survey identified 4,325 total acres (all uses) with development potential and 12,895 prospective residential units that are within Richmond's sphere of influence. The city has 3,515 available acres. El Sobrante (the census-designated place) has 65 acres of potential with an additional 565 acres in the El Sobrante hills. North Richmond has 120 acres, and East Richmond Heights has 60 developable acres. The following is a summary of this development potential by type of use:

<u>Land Use</u>	<u>Gross Acres</u>
Residential	2,992
Local-Serving	253
Basic	1,065
Mixed Use	<u>15</u>
Total Available	4,325

#### Residential

The city of Richmond has 2,181 acres for exclusively residential use that has the potential of accommodating as many as 11,096 dwelling units for an average residential density of 5.1 dwelling units per acre. This total includes the 420 acre Carriage Hills project which is in the process of being annexed to the city and proposes 430 single-family homes. Other significant residential projects include Villa Montana in the hills (650 units, 368 acres), the Hilltop Tank Farm (2,426 units, 299 residential acres), and the Marina project (3,500 units on 75 acres). The unincorporated areas together contain 811 acres with an identified potential of 1,599 homes. Of the total identified potential of 12,695 housing units for the Richmond sphere (excluding mixed use), 978 or 7.7 percent were under construction as of January 1981.

### Local-Serving

The identified 253 acres of local-serving potential is entirely within the city of Richmond. The Kaiser Hospital to be constructed in the downtown area may generate 400 jobs. The Port/Marina area has 130 acres of potential and is expected to create 600 local-serving jobs. The Hilltop Tank Farm proposal includes approximately 89 acres of potential local-serving activity. Of the entire 253 acres, approximately 38 acres represent projects at Hilltop containing office development potential.

### Basic

The potential for post-1980 basic development is 1,065 acres located entirely within the city of Richmond. Major sites include the Port, 213 acres and 450 jobs in addition to the 1975-80 activity (500 jobs); the special industry planned for the Hilltop Tank Farm (107 acres, 3,875 jobs); Freethy Industrial Park (44 developable acres); and 550 vacant acres northwest of the Hilltop Tank Farm, which could develop with industrial uses (compatible with Hilltop) if flood control improvements and the North Richmond Bypass road are constructed. The Chevron Research Center expansion presently under construction is expected to add 500 jobs.

### Mixed Use

The 15 acres of mixed use potential are all located in downtown Richmond and combine local-serving (commercial) uses with residential. The total identified residential potential is approximately 200 units. One site could combine residential uses with 500,000 square feet of office and 2,000 employees. None of these mixed use areas includes an approved project as yet.

The 4,325 acres of land available for future development includes approximately 1,283 acres with redevelopment potential, almost 30 percent of the land supply identified by the ABAG survey. These redevelopment acres include 218 acres of public redevelopment, 696 acres of private redevelopment, and 369 acres involving both the public and private sectors. The redevelopable acreage includes 124 infill acres. These "infill" acres are defined as small sites less than 5 acres in size in substantially developed portions of the city, including scattered vacant lots that may have been developed at one time. The remaining 1,159 acres require rebuilding (site clearance) or the conversion of an existing facility to another use. Approximately 831 acres presently developed with basic uses, primarily the Hilltop Tank Farm and the Marina, will redevelop with different land uses. All of the redevelopable acreage is located in the city of Richmond.

Of the 3,515 acres with development potential in the city of Richmond, approximately 36 percent is planned for development during the next five years, about 44 percent could develop between 1985 and 1990, and almost 20 percent is assumed to be available after 1990. The development anticipated for the 1980-85 period, 1,260 acres, is predominantly residential (81 percent). About half of the local-serving acreage, 11 percent of the basic acreage, and none of the mixed use acreage is planned for development by 1985. Between 1985 and 1990, the development potential estimates are comprised of 1,111 residential acres, 104 local-serving acres, 327 basic acres, and 15 mixed use acres. After 1990, the development potential acreage is primarily basic.

The major portion of unincorporated area residential development potential, 852 acres, was anticipated for development after 1985. The 120 acres in the North Richmond area is subject to flooding and will not develop until flood control improvements are completed; this area was timed for the post-1990 period. The Neilson and Woodhill projects in the El Sobrante area and vacant land along San Pablo Dam Road could develop prior to 1990. Infill potential in East Richmond Heights was assumed after 1990.

The timing of development opportunities involves the phasing of major developments--such as the Port and Marina, the Hilltop Tank Farm, and the remainder of the Hilltop Mall projects--over 10 to 15 year periods as planned in 1980. Project delays could affect the timing of these large-scale developments. In addition to consideration of specific project proposals including both plans and project status as of January 1981, the anticipated timing of development opportunities in the Richmond area reflects the availability of urban services including commitments by the developer or a public agency to provide the necessary facilities or infrastructure where these do not presently exist. Much of the acreage with residential potential has been identified by the City (Richmond 1981c) as having utilities available or nearby. In many cases, primarily the hill areas, the private developer will need to provide interior distribution systems or infrastructure. The Richmond sewage treatment plant has adequate capacity to serve additional development, given an average dry weather flow of 6.5 million gallons per day (mggd) with a design capacity of 16.0 mgd for secondary treatment.

Richmond's environmental policy restrictions are unlikely to severely constrain development potential. Some marsh and mudflat areas along the shoreline are being reserved for open space/recreation uses, but other shoreline areas such as Brickyard Cove and the Marina are identified by the City as having development potential consistent with the City's Shoreline Plan (Richmond 1977b). Although the City has adopted environmental policies to control development (Richmond 1973), these policies have not and are not anticipated to prevent development in the hill areas. Rather, the buildable portions of these vacant sites are being developed with the remainder left in open space such that the overall project densities are very low, averaging 1 or 2 dwelling units per acre. Planned Area zoning permits such clustering on the site.



City zoning also uses an additive district to R-1, single-family designations in order to increase the required lot size to establish suitable area guides for sloping topography. Lot sizes may be increased up to 20,000 or more square feet. The Richmond Planning Commission considers the design review aspects of proposed hill area projects based on the recommendations of other City departments. For example, the City Engineering Department could require expensive foundation and engineering work including erosion control measures to ensure public safety and environmental protection.

The development plans for the Port of Richmond and for the Marina require reconstruction of access roads. Federal grants (EDA and UDAG) will finance much of this roadway development. The revitalization of the downtown area in addition to the development of the Port/Marina are dependent upon the improvement of Hoffman Boulevard (Highway 17) to interstate freeway standards. Construction of the Hoffman Freeway is to begin by 1985. This freeway is a key factor in Richmond's efforts to develop as an intermodal transportation hub, combining rail, highway, water, and transit facilities (Richmond 1980).

### **3.9. SAN PABLO**

#### **3.9.1. Introduction**

The city of San Pablo was incorporated as a general law city on April 26, 1948, following the rapid growth that occurred during World War II. San Pablo is surrounded by the city of Richmond and does not have direct access to bay waters.

San Pablo presently contains 1,658 acres with an additional 258 acres of unincorporated area included in its sphere of influence as determined by the Contra Costa County Local Agency Formation Commission (San Pablo 1980). Utilizing the city's land use estimates for 1980 (which consider committed projects as of July 1980 to be developed), ABAG estimates that within the city boundaries, 868 acres (52 percent) are developed residentially, approximately 384 acres (23 percent) are occupied by local-serving uses (commercial, public, and semi-public), basic industry occupies 22 acres (1 percent), and streets use 316 acres (19 percent). The remaining 68 acres are identified by the City as being vacant and represent only 4 percent of the land area. Thus, San Pablo is a predominantly developed, residential community.

The population in San Pablo numbered 19,750 on April 1, 1980, 19,376 in households and 374 in group quarters. The 1980 Census counted 8,356 housing units of which 7,948 or 95.1 percent were occupied. The average household size was 2.44 persons per household. With 868 residential acres, net residential density is 9.6 dwelling units per acre.

### 3.9.2. 1975-80 Change

The city of San Pablo annexed two areas within its LAFCO sphere--a 13 acre residential area containing 20 dwelling units and 2 acres along San Pablo Dam Road. In addition to these annexations, another 30 acres of development occurred over the five year period, April 1, 1975 to April 1, 1980. The State Department of Finance estimates that San Pablo gained 351 units (including 86 single-family) over the period January 1, 1975 to January 1, 1980.

Residential development identified by the ABAG Survey involved 9 acres and 165 dwelling units for an average density of 18.3 dwelling units per acre. Most of this development occurred in the 1978-80 period as part of the City's housing programs. The 9 acres and 165 units include: (1) a subsidized (Section 8) senior citizens apartment complex, 81 units on approximately 1.7 acres, in the El Portal Redevelopment Area; (2) 30 zero lot line homes in the Bayview Redevelopment Area; and (3) two projects totalling 5 acres and 54 units in the Sheffield Community Redevelopment Project area.

Local-serving uses developed on 21 acres include 8 acres with office developments, commercial retail uses such as hardware stores and restaurants, and the San Pablo Civic Center (4.5 acres).

The 30 acres of development activity essentially occurred as redevelopment involving both the public and private sectors. The Redevelopment Agency of the City of San Pablo was created in 1969 under the provisions of the California Redevelopment Law (California Health and Safety Code, Section 33000 et seq) to eliminate/rehabilitate blighted areas in the city. Redevelopment projects in San Pablo are funded primarily through tax increment financing. This funding mechanism uses the increased tax revenues resulting from redevelopment to pay off the debts incurred by the redevelopment agency to improve the area. In addition, the San Pablo Redevelopment Agency has used more recent State legislation (SB 99 and Marks-Foran) to issue tax-exempt revenue bonds to provide long-term, below market rate interest loans to finance both new residential construction and residential rehabilitation in redevelopment project areas. The SB 99 and Marks-Foran loan activity has been a major factor in stimulating residential activity in San Pablo. There has been much local support for the expansion of the Redevelopment Agency's activity over the 1975-80 period, and some neighborhoods actually petitioned the City to be included in the redevelopment project areas, e.g., the Old Town area of the El Portal Community Redevelopment Project (San Pablo 1981).

Concerning San Pablo's land use policies, the five area redevelopment plans seek to revitalize almost 80 percent of the city's land area (San Pablo 1980). In general, each Plan states what is to be done and how the Redevelopment Agency proposes to use the redevelopment process in accordance with State law. For example, an objective of the El Portal Project (San Pablo 1979a) is:

To achieve a coordinated land use pattern of commercial, residential, light industrial, and public facility development in keeping with the City's adopted general plan. (p. 8)

The Plan designates future land uses--residential, commercial, or public development and redevelopment--and public improvements. It identifies properties to be acquired by the Agency and properties to be redeveloped by the owner or the Agency. All existing uses that do not conflict with the Plan are permitted to remain.

San Pablo is a financially hard-pressed community; as such, it has been able to qualify for and obtain substantial state and federal grants (San Pablo 1979b). Economic Development Administration grants were used to build the new Spanish-style civic center complex which is encouraging new development in the El Portal area. Housing and Urban Development funds (HCDA-CDBG and UDAG), the Department of Transportation (FAU), and EDA funds have been used to fund public improvements. These grants are significant in that the City lacks tax revenues for needed capital improvements such as street widenings and repavings, utility undergrounding, and park acquisition. Specifically, San Pablo Avenue has been widened (only a middle section remains to be done), Giant Road and San Pablo Creek bridges have been widened, Willow Road was improved, and Rumrill Boulevard is being improved.

### 3.9.3. Post-1980 Development

Substantial change is anticipated for San Pablo, especially in the next 5 years as the City's redevelopment and housing programs are implemented. The types of uses to be developed are summarized as follows:

<u>Land Use</u>	<u>Gross Acres</u>
Residential	91
Local-Serving	21
Basic	13
Mixed Use	<u>0</u>
Total Available	125

#### Residential

Of the total available acreage, almost 73 percent (91 acres) is residential. Proposed residential projects are expected to produce 1,029 units for an overall density for new development of 11.3 dwelling units per acre. At least 521 new condominiums are the result of the City's issuance of tax-exempt mortgage revenue bonds (SB 99) which provide long-term, low-interest loans to homeowners. As of February



1981, projects involving 526 units on approximately 51 acres were either completed or under construction. These projects ranged in density from as high as 40 du/acre to as low as 1.7 du/acre with an overall density of 10.3 du/acre. Permits had been granted for another 8.5 units (16 acres); while projects still in the planning stage (not yet approved) account for 418 units and 24 acres.

#### Local-Serving

The 21 acres with local-serving development potential represent commercial projects under construction and in the planning stage. At least 7 acres have potential for office development (mostly medical and other professional). As of February 1981, three projects involving approximately 2 acres were under construction.

#### Basic

The 13 acres with basic development potential include 10 acres for an approved industrial park adjacent to the Sante Fe railroad tracks, planned office/factory development, and the federal Social Security office building completed in November 1980.

Of the total 125 acres identified in the ABAG Survey as having post-1980 development potential, at least 85 percent is to occur through redevelopment. Therefore, only 19 acres of vacant land are likely to be developed. Although the City had identified 68 acres of vacant land in 1980 (San Pablo 1980), it has also noted that little of this land, less than 22 acres, is suited to residential development (San Pablo 1979b). The City (1979b) concludes that:

San Pablo offers virtually no vacant land for the new single-family, detached unit development. It is not surprising that such units built in recent years have been forced (sic) to clear residential lots of dilapidated structures first. Most future new housing development will follow this pattern of redevelopment in areas of substandard existing housing units. (pp. 66-67)

To promote new development, the Redevelopment Agency purchases small lots (25 or 30 feet wide) with substandard homes and then combines them to create 50 foot wide lots. The small lots are purchased two at a time when they become vacant or are put up for sale. The homes are demolished, and City loans help the previous homeowner to build a new home. This redevelopment process decreases density, but single-family homes are permitted on the resulting 5,000 square foot lots. The city intends to continue this program of acquiring substandard homes.

San Pablo's General Plan was amended in October 1980 with an updated land use element in order to reflect changes in the city's residential

and commercial areas since 1971 and to achieve consistency with the land use policies of the City's development plans. The emphasis of the new Land Use Element (1980) is to reduce densities in multi-family areas and to consolidate marginal strip development. The amount of high-density residential was reduced both in extent and in permitted densities. High density residential had permitted 42-62 du/acre and was revised to a range of 24-42 du/acre. Medium density residential uses (12-24 du/acre) replaced some of the high-density designations in the Old Town and Oak Park areas primarily. Low density residential still permits 7-12 du/acre. The revised land use plan also designates areas for "commercial/medium density residential" wherein multi-family residential is allowed in commercial areas.

San Pablo would like to continue to subsidize housing construction through SB 99 bonds and other improvements through tax allocation bonds. Further bond issuances may be uncertain, however. Federal and state regulations may limit public agency involvement in future bond markets which are also uncertain as interest rates remain high and other investments become more profitable. San Pablo would also like to acquire additional federal grants including UDAG monies to upgrade San Pablo Avenue commercial activity and to attract a major discount store. The budget cuts in HUD and EDA programs mean other financing sources will need to be obtained.

In summary, the ABAG Survey identified primarily short-term development potential. As the City of San Pablo's redevelopment programs are implemented, additional development potential may be generated. Also, about one-seventh of the city's housing stock is in mobilehome parks. While the City's policy is presently to leave the parks alone, to not displace any existing residents, the reality is that many of these mobile homes are old and deteriorating. Therefore, these parks may be a future source of redevelopable land. While sewerage facilities are adequate to accommodate growth (with developers required to install collectors as necessary) and some major road improvements have been completed, the major constraint to the realization of San Pablo's revitalization plans in the future will be financial.

### **3.10. PINOLE AREA**

#### **3.10.1. Introduction**

The Pinole area of approximately 5 square miles (land and water) includes the city of Pinole; the unincorporated communities of Tara Hills, Montalvin Manor, Bayview, and portions of El Sobrante; and remaining unincorporated area within the Pinole sphere of influence boundary established by LAFCO in December 1979.

The city is located between the cities of Hercules on the east and Richmond to the west. Incorporated as a general law city on June 25, 1903, Pinole is characterized as being semi-rural with its undeveloped lands and ridgelines and mostly single-family homes. As of 1977, the city of Pinole contained approximately 2,362 acres or 3.69 square miles

of land area. The city also includes 2,394 or 3.74 square miles of water within San Pablo Bay. Of the 2,362 land acres, 405 were vacant; therefore 1,957 acres were developed representing almost 83 percent of the land acreage. Residential uses comprised 1,375 acres or 70 percent of the developed acreage, commercial uses occupied about 97 acres or 5 percent of developed land, industrial activity used 51 acres (2 percent), and streets and transportation rights-of-way accounted for 426 acres or almost 22 percent of the total (Pinole 1978).

The April 1, 1980 Census counted Pinole's population at 14,253 and its housing stock at 5,067. Most of Pinole's residents live in households, 14,239, reflecting the single-family character of the community. There are 4,897 households in the city, so the average household size is 2.91. The Tara Hills-Montalvin Manor census designated place (CDP), comprised of the Tara Hills, Montalvin Manor, and Bayview communities, has a 1980 Census population of 9,471.\*

### 3.10.2. 1975-80 Change

Several city boundary changes occurred over the April 1975 to April 1980 period. From unincorporated territory within its LAFCO sphere, Pinole annexed a 40 acre residentially developed area located on Sobrante Ridge near Pinole Valley Road, a 7 acre site on Sobrante Ridge proposed for residential use, and an island annexation of 10 acres near I-80. In addition, a 250 acre city park was acquired through an annexation from Contra Costa County.

The development occurring over the five-year period, as identified by the ABAG Survey, was entirely within Pinole and was primarily low-density residential. Approximately 77 acres of vacant land were developed--64 net residential, 9 street, and 4 net local-serving. The residential acreage built out at an average of 2.8 dwelling units per acre or 177 total units. The 40 acre annexation added 75 units. One 30 acre project of 100 units was substantially completed by April 1980, so three quarters of its development was assumed for 1975-80 (75 units). In the Old Town area of Pinole, 19 units of infill developed. Local-serving activity involved the construction of a bowling alley in a commercial area off Pinole Valley Road.

One factor affecting the 1975-80 development pattern in Pinole was Proposition 4 which delayed the annexations that eventually occurred. Another factor was a change in the local political climate; after 1977, the Pinole City Council became more interested in development activity (Pinole 1981). A redevelopment agency was established in 1972 to promote commercial rehabilitation and redevelopment in the downtown and Old Town areas, and the Pinole Vista Urban Design and Development Plan was adopted in 1976 for an 880 acre redevelopment area. One of the primary purposes of the Pinole Vista redevelopment project is to direct new development to promote fiscal solvency while providing adequate levels of public services (Pinole 1978).

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\*Housing counts for unincorporated CDPs are not yet available from the 1980 Census.



### 3.10.3. Post-1980 Development

Most of the development potential in the Pinole area is for residential uses in Pinole and in areas likely to annex to Pinole prior to developing. The following summary defines this potential by use and by area:

<u>Land Use/Area</u>	<u>Gross Acres</u>
Residential:	719
City	382
Unincorporated	337
Local-Serving:	147
City	137
Unincorporated	10
Basic:	10
City	10
Unincorporated	0
Total Available	876
City	529
Unincorporated	347

#### Residential

The total dwelling unit potential in the Pinole area is identified at 2,028 units according to present local land use policies. The city of Pinole's potential for 1,081 units includes the 130 acre Faria property annexed in December 1980, which was approved for 186 units and has been granted sewer connections. Approximately 700 units have been granted hookups or have sewer commitments from the City, but some of the development potential is associated with projects that were approved but have not been granted or assured sewer connections (about 400 units). Infill potential in the Old Town area of Pinole is estimated at 200 units. The Marston Ranch development of 228 units on 285 acres is trying to annex to Pinole, has not been approved yet, and will have to wait for sewer connections. In the unincorporated Bayview (Montara Bay) area, a vacant industrial site is proposing to annex to Pinole. The County identified the potential for 13-21 dwelling units per acre to develop on this site since a Montara Bay general plan amendment was approved (July 1981). ABAG assumed 510 dwelling units; but without sewer connections, this area is unlikely to develop until after 1985. The county general plan amendment also increased the permitted density on another 15 acre area to 13-21 dwelling units per acre, so ABAG conservatively estimated 195 units of residential potential.

### Local-Serving

Most of this potential is associated with Pinole's plans for a commercial center at Appian Way and Interstate 80. The City (1981) estimates that 50 acres could be developed by 1981 with the remaining 60 acres by 1985. The remaining 3.5 acres next to the new bowling alley has commercial potential along with three other small sites including one approved project for 7 commercial lots next to 7 residential lots. The unincorporated potential involves 2 small sites, one across from Hilltop in Richmond.

### Basic

The 10 acres of potential basic activity in Pinole is a site located adjacent to the 30 acre industrial site that was recently replanned by the County for multi-family residential. The Pinole site is presently planned for limited industrial but might also be replanned for residential in the future.

The major constraint to development in Pinole is inadequate sewage treatment plant capacity. The City has an agreement with Hercules to utilize some capacity at the Pinole facility (which is almost at capacity) until Hercules can depend on its own aquaculture treatment facility. However, the Hercules plant has not been able to operate at the expected level resulting in delays for many future developments. Either the Pinole plant will be expanded or the Hercules aquacell plant will be modified. The sewerage issue is reflected in the timing of development opportunities, as not all proposed projects can be guaranteed hookups. Of the 529 acres with development potential in Pinole, 42 percent is expected to develop after 1985. Of the 382 acres with residential use potential, about 51 percent is assumed to be available after 1985 including 125 acres postponed until after 1990. Of the more than 2,000 units proposed to be developed in the Pinole area, only just over 600 units can be guaranteed sewer connections; these are assumed to be developed in the short term, 1980-85.

Concerning transportation improvements, the Appian Way bridge is highly congested; and a new bridge is to be constructed by CALTRANS in 1982. Capacity will be increased to four lanes. Private developers are required to improve roads associated with their projects; the result has been an improvement in the local circulation pattern.

## **3.11. HERCULES**

### **3.11.1. Introduction**

Located on the shores of San Pablo Bay between Pinole and Rodeo, the city of Hercules incorporated as a general law city on December 15, 1900. The town of 100 persons consisted of an explosives plant, residences for plant employees, and large buffer areas of vacant land to protect the public from accidental explosions from the production of dynamite and nitroglycerine at the plant. During the 1960s, dynamite

manufacturing was discontinued and fertilizer production began. With the large buffer zone no longer needed and the company (Hercules, Inc.) interested in developing its property, the Hercules City Council developed a general planning program and adopted the "1990 Hercules General Plan" in April 1975. The State Department of Finance estimated that Hercules had 122 persons and 53 housing units in January 1975.

The total area of Hercules is 10,899 acres; 74.7 percent of this acreage consists of baylands, 2.7 percent is devoted to transportation facilities, and 22.6 percent or 2,465 acres is developable (Hercules 1975). In 1975, only 180 acres were developed. The Sequoia Oil Refinery occupied 100 acres, the Hercules Chemical Plant used 60 acres, and residential uses were located on 20 acres. Therefore, Hercules was only 7 percent developed and had 2,285 acres of undeveloped land.

By April 1, 1980, the population in Hercules had grown to 5,963; and the housing supply had increased to 1,843. Average household size was 3.4, and the vacancy rate was 4.9 percent based on 1,753 households. The high vacancy rate (for these single-family units) most probably is due to unsold, newly constructed units.

#### 3.11.2. 1975-80 Change

Massive growth occurred in Hercules in the late 1970s relative to the town's history since 1900. Hercules, Inc. sold its land to developers for residential construction consistent with the planned community concept of the City's general plan.

The ABAG Local Policy Survey Update identified the development of 2,097 single-family housing units on 446 net residential acres for an average net density of 4.7 dwelling units per acre. (Since the addition of this incremental change in housing units to the base indicates a total of 2,150 dwelling units and the census count was only 1,843, the difference of 307 units is probably attributable to housing units that were under construction in April 1980 and not counted in the Census.) Approximately 79 acres of streets were added because the residential development occurred on vacant land.

This development activity marked the complete development of the Neighborhood 1 area of 549 total acres. Of this acreage, 170 acres were devoted to parks and open space use and 379 gross acres were developed with 1,497 residences. Construction in Neighborhoods 3 and 4 began, and 600 units on 146 gross residential acres were completed. Local-serving development consisted of a school on 9.3 acres in Neighborhoods 3 and 4.\* A local park of 5.2 acres was also added.

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\* Neighborhoods 3 and 4 were combined into one "study area" as specific plans for the area were formulated.



The General Plan proposes that Hercules is to develop as an extension of an existing urbanized area and as a balanced community with residential, commercial, industrial, and public uses (Hercules 1975). The residential density categories (and their average densities) -- low (4.5), medium low (6.0), medium (10.0), and high (18.5) -- are flexible. They may be modified as specific plans for the neighborhoods are prepared. The projects that built out over the 1975-80 period averaged 4.0 and 4.1 units per gross residential acre, less than the General Plan had indicated. The Plan established nine neighborhoods or study areas; six of these were to be planned residential neighborhoods with a mix of single-family and cluster housing types (i.e., patio homes, townhouses, condominiums). The Plan also proposed mobile home parks, a town center commercial area, an industrial area, an open space system and recreation plan, and a public building plan. A major concern was the maintenance of open space within areas planned for housing.

### 3.11.3. Post-1980 Development

Development potential for Hercules includes the completion of the specific plans for neighborhoods presently within the city and two additional neighborhoods that are unincorporated but within the Hercules sphere of influence. There are 1,036 acres available for development in the city and an additional 724 acres within the City's sphere for a total of 1,760 acres as summarized below:

<u>Land Use</u>	<u>Gross Acres</u>
Residential	1,264
Local Serving	71
Basic	400
Mixed Use	<u>25</u>
Total Available	1,760

#### Residential

The 1,264 acres with residential potential includes 540 acres and 3,493 planned dwelling units within the city. The average density for this potential would be 6.5 dwelling units per gross residential acre. The City has approved and granted sewer connections for 113 residential acres with 467 units in Neighborhoods 3 and 4. Two projects in Neighborhood 6--Bayside Village (387 units, 86 residential acres) and D + S (301 moderate price townhouses, 37 residential acres)--have been approved and granted sewer hookups. In Neighborhood 8, 513 units of townhouses and zero lot line (patio) homes were under construction (January 1981) on 129 developable acres. The remaining residential development potential (174 acres and 1,825 units) in Neighborhood 3, 4, and 5 is dependent upon additional sewage treatment capacity being added either to the

Pinole or Hercules plants. Neighborhood 10 (Marston Ranch) with 135 total acres and Neighborhood 11 (Hanna Ranch) with 589 total acres are presently unincorporated but are being planned for approximately 1,200 single-family homes and townhouses. These potential annexations do not have sewer commitments at present.

### Local-Serving

The 71 acres planned for local-serving activities include an approved 25 acre shopping center (with 4 acres of open space), 15 acres planned for a civic center, an approved 11 acre commercial project including offices (60,000 square feet), and additional commercial (retail) and public (schools) projects. Of the 71 acres, office developments are included in projects totalling 27 acres.

### Basic

The 400 acres of basic development potential are located in Neighborhoods 6 and 7. This area, next to the refinery, could become a light industrial park. The City plans to provide an extension of Highway 4 using both city and private funds. Within these 400 acres is an existing mobilehome park (53 acres, 371 units); the site is zoned industrial, and in January 1981 was identified as being likely to revert back to industrial use. As of August 1981, same type of manufactured housing could remain in this area.

### Mixed Use

The 25 acres identified as having potential for combining local-serving activity with residential use are located in Neighborhood 2. The site, next to the proposed civic center, is zoned for commercial but could combine residential with professional offices (Hercules 1981). No specific project proposals for this site have been submitted to the City.

Of the 1,036 acres with development potential in Hercules, approximately 39 percent could develop by 1985. These are the approved projects with sewer connections, including 365 acres of residential and 37 acres of local-serving uses. The high cost of financing has already slowed some projects, so the 1980-85 development potential may be somewhat overstated.

Almost 57 percent of the total development potential in the city may not develop until after 1990 due to insufficient sewage treatment plant capacity. The Hercules solar aquaculture wastewater treatment plant, a city-financed pioneer project begun in 1976, has not been able to process the planned volumes of wastewater; and limited capacity remains at the Pinole plant which also serves Hercules. The City has reserve funds that could be used for expansion of the Pinole facility or modification of the aquaculture plant, or the City may prepare an

alternative financing plan for the needed improvements. Hercules is exploring the use of assessment districts to pay for the expansion or modification. In any event, development will be delayed until the sewer problem is resolved.

As the city develops over the next 15-20 years, a large amount of vacant land is to be devoted to open space and park uses. Excluding the Hanna and Marston Ranches, the ABAG Survey identified 184 acres of public open space and 359 acres of private open space planned for the city. The two potential annexations will add to the open space areas. The entire open space system is to incorporate public parks, conservation areas, school athletic fields, private greenbelts, and landscaped right-of-way and parkways (Hercules 1975).

The post-1990 development potential for Hercules as identified herein is understated because the City's sphere of influence was expanded by the Contra Costa County LAFCO on September 10, 1981 to include 1,345 acres stretching to Franklin Canyon and bordering the Rodeo-Crockett area. Plans for this area have not been prepared, so the development potential for the sphere expansion is not quantified in this report.

### **3.12. RODEO-CROCKETT**

#### **3.12.1. Introduction**

The unincorporated Rodeo-Crockett area includes the communities of Rodeo and Crockett and adjacent areas. Rodeo is located on the shores of the San Pablo Bay northeast of the city of Hercules, and Crockett is east of Rodeo on the shores of the Carquinez Strait. Statistically, the area as defined in this report includes the 1980 census tracts of 3580 (Rodeo), 3570 (Crockett and Port Costa), and tract 3560.01 (part of the 1970 tract 3560).

Using ABAG's 1975 census tract data base (for 3570 and 3580), the Rodeo-Crockett area contains approximately 1,043 developed acres excluding streets and highways. The predominant use is basic, 530 acres, which includes the Union Oil Company refinery. Residential uses occupy approximately 421 acres, and local-serving activity uses 92 acres. The portion of tract 3560 near Rodeo and Crockett was substantially undeveloped in 1975.

The 1980 Census counts of population for the three census tracts show an areawide population of 11,183. Rodeo (3580) has 4,508 persons, Crockett and Port Costa have 2,914, and tract 3560.01 has 3,761 persons. The Contra Costa County special census in 1975 counted populations of 3,024 in Crockett, 5,333 in Rodeo, and 257 in Port Costa for a total of 8,614. 1980 Census counts of total housing units for the three census tracts show 4,335 units in the area.



### 3.12.2. 1975-80 Change

The only growth identified by the ABAG Survey was the development of the Viewpoint project, 1,010 dwelling units on approximately 400 gross acres immediately south of Rodeo in 1980 census tract 3560.01. This was a planned unit development with common area open space. The net residential and open space acreages were not provided during the Survey, so ABAG assumed 340 acres residential (with open space) and 60 acres of streets.

Also, approximately 80 acres of vacant land located just east of Crockett were established as agricultural preserve. The area was zoned for light industry, but the steep terrain favors open space use.

### 3.12.3. Post-1980 Development

The Rodeo-Crockett area contains 632 acres with development potential. The 632 gross acres include:

<u>Land Use</u>	<u>Gross Acres</u>
Residential	275
Local-Serving	25
Basic	<u>332</u>
Total Available	632

#### Residential

The 275 acres have a potential for 1,170 housing units for an overall density of 4.3 dwelling units per acre. Crockett has the potential for 287 housing units on 219 gross residential acres, including the subdivision 5000 project of 126 units on 83 acres (under construction in March 1981), the Rolph Park (SB99) project of 24 units on 5 acres, and a project with 22 units on approximately 15 acres. Other areas with residential potential over the long term total to 116 acres at a density of 1 dwelling unit per acre due to steep topography. The long-term residential potential in Rodeo is for multi-family--56 acres and 883 housing units. This includes a 2 acre site for 34 units, a 24 acre site for 504 units, a 15 acre site for 195 units, and another 15 acre site for 150 units. The average density for new development in the Rodeo area is 15.8 dwelling units per acre.

#### Local-Serving

All of the identified local-serving potential is in Rodeo. It includes a 5 acre shopping center (under construction in March 1981), 15 acres of downtown area redevelopment, and another 5 acres with commercial potential even though it is presently zoned for industrial use (Contra Costa County 1981).

## Basic

Of the 332 vacant acres for basic activity, approximately 55 acres are in Rodeo adjacent to the Union Oil Company refinery. The other 277 acres are located in census tract 3560.01 next to the Viewpoint residential development. The 277 acres are composed of two properties (Claeys and Collier Chemical) that are presently zoned and planned for heavy industry with a post-1990 development potential that includes controlled manufacturing with offices.

Port Costa is not included in the above assessment. As many as 30 housing units could develop as infill in the future in this small community.

Concerning urban services (sewers, water, and roads), both Rodeo and Crockett have sewer and water services available for existing developments. They are in EBMUD's sphere of influence for water. Rodeo Sanitary District provides sewerage services to Rodeo, and Crockett is served by the C & H Sugar Company facility. Future development in Crockett beyond the 172 units approved is constrained by sewer limitations. The County tried to obtain additional sewer capacity from C & H Sugar but was turned down.

The Contra Costa County General Plan is currently under revision in the Rodeo-Crockett area. The identified development potential in Rodeo assumes several plan and zoning changes from planned single-family and agricultural and industrial zoning to multi-family residential. One 5 acre site is zoned heavy industrial (next to old Hwy 40) but will probably be changed to commercial use. If Rodeo incorporates, then the development potential identified in this report could change also. In the Crockett area, existing zoning per se does not necessarily imply development potential. During the ABAG Survey, the County identified several areas with heavy industrial zoning that are not intended for intensive use primarily due to steep topography.

Much of the unincorporated territory in the Rodeo-Crockett area is unavailable for development. The ABAG Survey identified at least 1,854 acres (near the developed areas) with no development potential. This acreage includes 236 acres of publicly controlled lands including the I-80 right-of-way, that CALTRANS is purchasing and will lease for grazing, and EBMUD water tank areas. Approximately 1,618 acres are under private ownership. These include industrial buffer areas for Union Oil and other industrially zoned areas planned for open space use.

Approximately 765 acres are in agricultural preserves (under Williamson Act contracts). These agricultural preserves are assumed to be unavailable for development; yet the enactment of AB 2074, recently signed into law by Governor Brown, provides a one-time cancellation period to the landowner. It is not known at this time whether any of the landowners in the Rodeo-Crockett area will apply for cancellations or whether any of these applications would be approved by Contra Costa County.

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